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THE COMMISSION'S ROLE IN APPEALS

SPECIAL: Part I

CIVIL SERVANTS AND THE CONQUEST OF SPACE

DOCUMENTS

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UNITED STATES CIVIL SERVICE COMMISSION

Civil Service Journal

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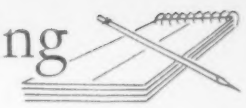
Worth Noting



L. J. ANDOLSEK of Minnesota became the 51st person to take the oath as a Civil Service Commissioner when he was sworn into office April 30. He succeeded Frederick J. Lawton, who retired after more than 40 years of Federal service. Mr. Andolsek previously held posts as chief clerk of the House Committee on Public Works, administrative assistant to Congressman John A. Blatnik, civilian personnel officer at Ellsworth Air Force Base, and assistant personnel officer at the Veterans Administration Hospital in St. Cloud, Minn.

PAY INCREASES above those scheduled to go into effect for white-collar and postal employees next January have been proposed to Congress by the President. His proposal, under the comparability concept, would peg the pay of Federal employees covered by the Salary Reform Act to scales which prevailed in the private economy in the winter of 1962, date of the most recent Bureau of Labor Statistics survey. Raises would range from 2.2 percent ($93) at GS–3 to 27.5 percent ($5,500) at GS–18. The larger increases at the higher grade levels are necessary because the 1962 Salary Reform Act established rates below the 1961 comparability levels for all grades above GS–7 in order to conform with the $20,000 ceiling the Act imposed in place of the $24,500 rate for GS–18 the President had recommended. However, the Classification Act salaries above $20,000 being requested for 1964 would not go into effect until Congress approves higher salaries for heads of departments and other top Federal officials.

A MAJOR IMPROVEMENT in the long-range financing of the Civil Service Retirement System has been proposed to Congress. CSC asked that Federal agencies make gradually increasing supplemental contributions to the retirement fund, beginning in 1965. These contributions would be 0.5 percent of the employing agency payrolls in 1965 and would be increased by 0.5 percent each year until 1986 when they would level off at 11 percent (in addition to present 6.5 percent agency contributions which match employee contributions). Employees' present contribution rate would not be changed. If any new or increased benefits were provided by future changes in the law, they could not become effective and no benefits could begin to accrue until after funds had been appropriated to cover the increase in the estimated past service liability resulting from the liberalizations.

STANDARDS OF CONDUCT for Federal employee organizations and a CODE OF FAIR LABOR PRACTICES for both Federal agencies and unions to follow in their dealings under the employee-management cooperation program established by Executive Order 10988 have been placed in effect. President Kennedy, issuing the Standards and Code, emphasized that employee organizations must maintain high standards of democratic practice and conduct to be eligible for recognition. Un-

(Continued—See Inside Back Cover.)

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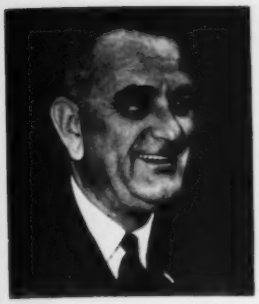

On Memorial Day, 1963, Vice President Lyndon B. Johnson, Chairman of the President's Committee on Equal Employment Opportunity, spoke at Gettysburg, Pa., where President Lincoln delivered his immortal Gettysburg Address 100 years ago. Text of the speech follows.

The Vice President at Gettysburg

ON THIS HALLOWED GROUND, heroic deeds were performed and eloquent words were spoken a century ago.

We, the living, have not forgotten—and the world will never forget—the deeds or the words of Gettysburg. We honor them now as we join on this Memorial Day of 1963 in a prayer for permanent peace of the world and fulfillment of our hopes for universal freedom and justice.

We are called to honor our own words of reverent prayer with resolution in the deeds we must perform to preserve peace and the hope of freedom.

We keep a vigil of peace around the world.

Until the world knows no aggressors, until the arms of tyranny have been laid down, until freedom has risen up in every land, we shall maintain our vigil to make sure our sons who died on foreign fields shall not have died in vain.

As we maintain the vigil of peace, we must remember that justice is a vigil, too—a vigil we must keep in our own streets and schools and among the lives of all our people—so that those who died here on their native soil shall not have died in vain.

One hundred years ago, the slave was freed.

One hundred years later, the Negro remains in bondage to the color of his skin.

The Negro today asks justice.

We do not answer him—we do not answer those who lie beneath this soil—when we reply to the Negro by asking, "Patience."

(Continued—See GETTYSBURG, page 36.)

"Do we practice what we preach?"

A FAIR SHAKE OF THE DICE

IT HAS BEEN ALLEGED that one of the weaknesses of large organizations is that many a clearly enunciated top-level policy never becomes fully effective, because by the time it filters down to those who must ultimately act, it has lost all its force and drive. Here is one administrator's response to evidence of the need for a word from the top—in this case, on the policy of equal employment opportunity. It was delivered by Mr. Gleason in May 1963 to the heads of some of the Veterans Administration field offices.

Good morning, gentlemen.

I AM GOING to begin with a few quotations which should be familiar to you.

First quotation: "But what really counts is the result—the proof of the pudding is in the eating. Do we practice what we preach?"

Second quotation: "And each one of you will engage in a little introspection and say, what have I done—that's a little extra—to try to see that everybody got a fair shake of the dice?"

Now what are these quotations, and who said them?

Well, you should remember them very well.

by JOHN S. GLEASON, Jr.
Administrator of Veterans Affairs

They are from the speech made by Vice President Johnson at our annual meeting of managers and directors this past January. The Vice President took time out from a very busy schedule because he felt that Veterans Administration managers and directors were in a central position to help assure that all our citizens got a fair chance at Federal employment.

He was very concerned about this question, and he told you that the President's own concern was reflected in weekly inquiries to him about the progress being made in Negro employment in Government and industry.

To show why he is concerned . . . and why you should be concerned, here is one more and all-important quotation:

> *"It is the plain and positive obligation of the United States Government to promote and ensure equal opportunity for all qualified persons, without regard to race, creed, color, or national origin, employed or seeking employment with the Federal Government."*

This quotation is from the opening lines of Executive Order 10925 of March 6, 1961, which established the President's Committee on Equal Employment Opportunity.

In issuing this Executive order the President intended to aim directly on each and every one of us in the executive branch.

The plain words he used in that Executive order left no room for doubt about his intention or his concern.

DESPITE CONSIDERABLE PROGRESS made since March 1961 . . . the President's concern with equal employment opportunity has not decreased.

And despite progress made in certain areas and parts of the Veterans Administration[1] . . . *my* concern has not decreased.

Some of you are out of step with the progress being made. Some of you are right where you were when the President issued his Executive order two and one-quarter years ago.

Some of you are right where you were when you received my memorandum of September 19, 1961, on equal opportunity in employment, reaffirming the principles of the Executive order.

Some of you are right where you were when Vice President Johnson spoke to you.

I don't have to look up the statistics on this, for in certain cases it is very obvious that no progress has been made . . . in four large southern cities where there are absolutely no Negroes working in the Department of Veterans Benefits.

Two other stations might have made some "progress"—they have one each, while another has a total of four Negroes out of 645 employees . . . or six-tenths of 1 percent.

When this is the result of over 2 years of effort, I think anyone could feel justified in saying . . . as I am saying . . . that my patience is beginning to wear a little thin.

I WONDER IF SOME OF YOU gentlemen would like to tell the President or the Vice President that this record represents "a fair shake of the dice" . . . unloaded dice, that is.

Gentlemen, one look at the newspapers tells us that the days of loaded dice in racial matters are over . . . and it's about time we all realized it.

I have never believed that issuing guidance and then having it ignored serves any useful purpose, anywhere . . . and I do not intend to change now.

At the last two meetings of managers and directors the urgency of the question of equal employment opportunity and its importance were clearly spelled out. I am not going over the same ground.

But I do want to say this: during wartime when a general can't produce victory he is relieved of his command. It doesn't make any difference what excuses he may have. Results, not excuses, are what is expected. Now, you are not generals, this is not a battlefield . . . but in a larger sense, we *are* involved in a battle to see that the Negro gets the opportunity he deserves . . . and you are in command of a crucial sector of the battlefield.

You were called in here today because reports indicate that your problems in the battle of equal opportunity may be similar, and so we hope to find out what they are, and how we can help you solve them.

Notice I do not say, "If they can be solved," or "How they might possibly be solved" . . . but "How we can help *you solve* them."

The Department of Medicine and Surgery has largely solved the equal opportunity problem . . . in work areas a lot more crucial to the life of a veteran than touching a file folder or a typewriter key.

I CANNOT UNDERSTAND how you can be so indifferent about the situation, for when it comes to employees in hospitals you are perfectly willing to trust the most important thing you have in this world, which is your life, to the care of Negro nurses and Negro doctors—and yet you are not willing to trust these same people to take care of clerical files or typing. It is difficult for me to understand how there can be no Negro employees in the Department of Veterans Benefits in the very same city in which a Veterans Administration hospital employs many Negro nurses and doctors.

I AM PROUD TO SAY that the record of this agency in assuring equal employment opportunity . . . as a whole . . . is a good one. But to date your stations have not contributed to that record . . . and I expect soon to see reports that you also are making progress.

In short . . . we want action . . . in making absolutely certain that Negroes are accorded equal employment opportunity. We expect action. We need action. And it's up to you to *take* action, just as it is up to us to help you take it, and to see that it is taken.

[1] Veterans Administration, with Negroes representing 23 percent of its nationwide staff, has been called "the Government's most integrated agency," by *Ebony Magazine*, March 1963.

THIRD ANNUAL

FEDERAL WOMAN'S AWARD

THE AWARD WINNERS were presented to the President by Katie Louchheim, Deputy Assistant Secretary of State for Public Affairs, who is Chairman of the Board of Trustees of the Federal Woman's Award. Pictured at the White House with the President are Mrs. Louchheim, Miss Margolin, Dr. Makel, Miss Mohagen, Mrs. Noyes, Miss Pressly, and Mrs. Mather.

MARKING HIGH ACHIEVEMENT in six different career fields, the Federal Woman's Award program recently completed its third successful year. Since its founding in 1960 by former Civil Service Commissioner Barbara Bates Gunderson, this unique program to honor outstanding Government career women has not only maintained its initial momentum but has attracted wider attention and interest each year. The six winners for 1963 received their awards at a banquet in their honor in Washington, D.C., on May 2. Earlier that day they were received at the White House by President Kennedy. In greeting them, the President said: "Too often the picture of Government employment seems humdrum. You have shown by your distinguished careers how interesting and rewarding Government service can be."

KATHARINE MATHER

Chief, Petrography Section, Concrete Division, U.S. Army Engineer Waterways Experiment Station, Department of the Army—for her unique accomplishments in scientific research on the composition of concrete materials and her success in communicating her research methods and principles to scientists and engineers.

VERNA C. MOHAGEN

Director of Personnel, Soil Conservation Service, Department of Agriculture—for her demonstrated creativity, leadership, and progressiveness in directing personnel management, and her expert guidance in policies and practices of employee development and utilization, throughout the Soil Conservation Service.

ELEANOR L. MAKEL

Supervisory Medical Officer, Saint Elizabeths Hospital, Department of Health, Education, and Welfare—for her outstanding ability and leadership in developing and directing a fully accredited medical and surgical hospital facility within the largest Federal mental hospital in the United States.

ELEANOR C. PRESSLY

Head, Vehicles Section, Spacecraft Integration and Sounding Rocket Division, Goddard Space Flight Center, National Aeronautics and Space Administration—for her pioneer work in the development of sounding rockets for upper atmospheric research and her success in managing the Center's complex sounding rocket program.

BLANCHE W. NOYES

Chief, Air Marking Staff (Aircraft Pilot), Centers and Towers Project Branch, Federal Aviation Agency—for her success in formulating and directing systems of visual aids for air navigation and her brilliant leadership in the establishment, maintenance, and improvement of the Government's air marker program.

BESSIE MARGOLIN

Associate Solicitor, Department of Labor—for her significant contributions to the administration and enforcement of Federal labor laws and her outstanding success as an appellate advocate in Government litigation before the Supreme Court of the United States.

From far and wide—
some concrete examples of . . .

THE EXCITEMENT OF THE PUBLIC SERVICE

by STEPHEN K. BAILEY, *Dean*
Maxwell Graduate School of Citizenship
and Public Affairs
Syracuse University

DURING THE EARLY MONTHS of the Marshall Plan in 1948, I had lunch in Washington with a man who had just left a $30,000 a year job with industry for a $15,000 a year job with the Economic Cooperation Administration. When I asked him why he had sawed off half his salary to come to work for Government, he gave a reply which I shall not soon forget. "I moved," he said, "because of *the excitement of the public service.*" And he went on, "I make more important decisions in a day in Washington than I made in a year in industry."

These words, very frankly, startled me. I was then in the middle of a staff assignment for the First Hoover Commission on Organization of the Executive Branch of the Government. Much of the press and a considerable number of task force reports to the Commission were filled with horrendous tales of bureaucracy, waste, and duplication. The term "civil service" had a kind of dull gray, organization-man connotation.

And if Federal Government careers seemed dull, the only thing duller was a career in State or local government where life was presumably a monotonous round of forms, licenses, and routinized services.

But here was a businessman of obvious intelligence and flair who had cut his income in half because of "the excitement of the public service." Either he was crazy, or there was something radically wrong with my appraisal of government employment.

The longer I have lived with this dilemma, the surer I have become that he was right and that *my early image of the public service was cockeyed.* I am convinced today, more than ever before, that anyone searching for a career of excitement, satisfaction, variety, and inherent fascination should turn first of all to the world of government. This is not to suggest that careers in teaching, research, business, journalism, or the other professions, cannot be both fun and profitable. Nor is it to suggest that there are not reasonably routine functions to be performed in government as there are in any occupation. The assembly lines and the accounting bullpens of industry and commerce have their counterparts in the public service. And the Lord has fortunately distributed talents and propensities in such a way that many people find satisfaction in performing routine functions in a responsible and efficient manner.

But the fact remains that for those who temperamentally wish careers of excitement, mobility, creativity, and service, government offers unparalleled opportunities. And these opportunities are open to men and women of every conceivable academic and professional background:

natural scientists, social scientists, humanists, lawyers, teachers, engineers, doctors, mathematicians, foresters, agricultural specialists, artists, social workers, businessmen—in short, the butcher, the baker, and the candlestick-maker.

Let me illuminate my high-sounding generalities with some concrete examples. Last year I sent a letter to the 800 or so Maxwell alumni who are at present working for Government. I asked each one to send me a note about his career. The returns were remarkable both in volume and content. Following are some sample replies:

"MOST EXCITING DOMESTIC PROGRAM"

Kenneth H. Ashworth, Assistant Director of the National Association of Housing and Redevelopment Officials, writes as follows with regard to careers in the field of urban renewal—the building of new cities out of old ones.

"Most persons," he states, "familiar with the field are certain that this is the most exciting domestic program that exists. The boiling-pot of urban renewal contains such tidbits as local government and all its problems: local businesses, real estate transactions, financing and investment operation, State enabling legislation, inter-urban area problems, planning, codes and zoning, intense and complicated negotiations, social problems of relocation, Federal Government relations (involving six to eight different constituent agencies), coordination of interagency activities, and so on.

"David L. Lawrence, while Governor of Pennsylvania, summed up some of the conflicting demands that are made on the urban renewal director when he said: 'He must persuade the businessmen that he is a politician who can get things done in government; he must persuade the politicians that he is a businessman who knows the whole mystery of mortgage financing. The planners must regard him as an expert in municipal finance. The municipal finance officer must regard him as a planner of rare talents. The lawyers must consider him an unusually lucid engineer, and the engineers should marvel at such a plain-spoken lawyer. He is constantly selling people land he doesn't own, and he must charm the owners and the occupants of the land he just sold to leave amicably and with gratitude, retaining their affection for the city administration which has just dispossessed them.' "

And Ashworth continues on the subject of advancement and responsibility. "These come as rapidly as the individual can absorb, understand, synthesize, and operate within the complexities discussed above." After citing many of his classmates' rapid rise to positions of high responsibility in the public service, he states, "All of these are young people carrying responsibilities they would not get for years in an older, less dynamic program dominated by older and entrenched people. Since it is a rapidly expanding program, the demand for qualified personnel is continually growing.

And finally, on the importance of the work, Ashworth writes: "In a short paragraph it is difficult to describe the problems being met head on by the urban renewal program. Some of these are urban sprawl, slums, urban blight and decay, dying urban centers, mass transportation, the preservation of open space, etc. Perhaps the whole problem is best seen in perspective by repeating the observation made by C. A. Doxiadis, the internationally known planner, architect, and urban consultant: 'Even the most conservative population projections indicate that during the next 40 years more new buildings and structures and homes will have to be erected on the face of the earth than presently exist.' This prognostication alone speaks to the problems that exist for mankind and for his living, commuting, and working environment."

But vast and exciting as the urban renewal field is, it remains only one of a multitude of governmental opportunities.

ONE MAN'S SENSE OF EXCITEMENT

In a totally different field, Alvin L. Alm, of the Atomic Energy Commission, writes about the whole new world of research and development and contract administration.

"During this last fiscal year, Government spending on research and development was estimated at $10.5 billion—over two-thirds of the national total. Total estimated obligations during this period for Government contracts equals $7.4 billion. This is not an insignificant part of Federal spending." He goes on, "At a superficial glance contract administration appears to be a legal discipline. This is not true. Law is ancillary to contract administration. The lawyer is staff to the contract administrator. A good one-word definition of contract administration is coordination: coordination between legal, finance, procurement, property, and technical Government staff functions. The contract administrator must be the perfect generalist, slightly adept in all of the above fields but accomplished in none." And he continues, "It might also appear that contract administration would be interested in the narrow, technical consideration such as fee negotiations rather than in broad, theoretical concepts of Government. This, again, is not true. Some of the great debates in American political life become activated in the controversy over contracts. These include: private versus public control of research and development; the patent problem, the loss of incentives to invent if Government owns the patents or the inevitable monopolies if they do not; the boon or disease of centralized direction and decentralized development; security, loyalty, and the right to employment; the effect of contracts on regional economic conditions; the use of contracts to enforce laws (nondiscrimination laws, for

example); and the right of Government to rigidly control industry through contract provisions."

Here, in what may seem to some a highly technical administrative function, is one man's sense of excitement about the implications of what he is doing for society as a whole.

"MOMENTOUS DEVELOPMENTS IN SCIENCE AND TECHNOLOGY"

Take the tremendous field of national security and the role of scientists in the work of our armed services. Consider Tom Gill's reply. Tom has had long experience in the recruiting end of personnel administration for the United States Navy. "Let me say," he writes, "that recruiting people for the Federal service has given me more satisfaction than any other job I have ever had. I dislike being away from my family, but I do enjoy selling the Federal service. In fact, I was recently on the Syracuse campus to recruit engineers, mathematicians, chemists, and physicists.

"My first job," he continues, "in the Federal Government was recruiting Management Interns for Navy. I recruited people who were successful on the Management Intern portion of the Federal-Service Entrance Examination, an examination which presumably identifies quality people with a potential for administration. Many of the students I interviewed had attractive offers from other Government agencies and from private industry. I tried to persuade them that Government was as interesting and even more challenging than the business world."

And bringing me up to date he wrote, "I am now working for the Naval Ordnance Laboratory in Silver Spring, Md. Part of my job at present is to recruit scientists and engineers for the Laboratory. Incidentally, recruiting technical people is much easier today than it was a few years ago. Although higher salaries are primarily responsible, the 'new look' in Washington is undoubtedly a factor."

Here is a man who finds extraordinary meaning in life in the function of recruitment—of fitting square pegs into square holes, of matching the need for highly qualified technical people to the supply of ambitious young men and women who are looking for a meaningful career in the public service.

Another alumnus, George Brannen, is also concerned with one fascinating aspect of science and technology in Government—the field of computers, cybernetics, automation, and self-organizing systems as they apply to governmental administration.

"A casual look at the field," he writes, "reveals that the United States Government is the largest single customer for computing power. Government now uses such equipment in 43 agencies, departments, or Armed Forces units. Annual cost for fiscal year 1962 for this item is estimated at almost half a billion dollars, twice the amount spent in fiscal year 1959. Applications cover a wide range, including all types of administrative and scientific problems, medical diagnostics, personnel research statistics, statistical studies, air traffic control, as well as tactical and classified uses in the Department of Defense." So writes George Brannen.

I NEED HARDLY REMIND the reader of the almost indescribably complex functions which must now be carried on in the Department of Defense alone in providing for our national security through missiles, seapower, and landpower. And what is true of the military is also true of the National Aeronautics and Space Administration. In all of these endeavors automatic data processing machines and various types of quantitative analysis challenge the very best of our mathematical and technical minds. Our survival as a free nation and the survival of freedom in the world will depend in large measure upon the speed of application of science and technology to the momentous developments of the nuclear and space age.

"ALSO SMALLNESS AND INTIMACY"

But if government is bigness and complexity, it is also smallness and intimacy. Otto Newman writes about the great satisfactions of being the first town manager in a small community—as he phrases it, "putting a small shop in order"—watching the effect of organizational effort pay off in improved governmental services. And I can support Otto Newman's conclusions from my own experience. I was once mayor of a small city, and no job I have ever had contained greater satisfactions or drew more totally on my limited personal resources. Working with others I built new schools, increased recreational facilities for young people, tore down slums, developed a new civic center, established a parking authority, contributed to the solution of problems of juvenile delinquency and social welfare, and helped to provide more efficient continuing services of a community-wide character. And the sense of excitement that I had as mayor was shared by scores of other city employees and volunteer citizens groups.

OVERSEAS ASSIGNMENTS WERE "REWARDING" AND "GRATIFYING"

The excitement of overseas service is quite impossible to communicate adequately. But consider a statement by Bill Lawson, recently Chief of the Public Administration Division, Office of Education and Social Development, Agency for International Development. Bill Lawson writes, "The single most interesting and rewarding job experience in my career was the one in which I have just finished 6 years—as Chief of the Public Administration Division in AID. I was the first incumbent of the position, having taken it upon my return from a 2 years' tour overseas. I took it at some sacrifice in salary and grade because it appeared to me to offer great pos-

sibilities for useful service and personal growth. It fully met my expectations.

"The position, as you know, involved the direction of a program of technical assistance in public administration operating in 60 countries. The work was rewarding for a number of reasons. It was in the field for which I had been trained, and was international in scope. It afforded frequent dealings with leaders in the field—academicians, consulting firm staffs, foundation and research institute leaders, foreign and American Government officials at all levels, professional association staffs and members at home and abroad.

"One of the most satisfying elements of the work has been the people in the program. They are dedicated, have high professional standards and competence, have idealism tempered with realism, are endowed with a certain amount of missionary spirit, and were chosen among other reasons because they exhibited empathy.

"We fought an up-hill battle in the headquarters, in our overseas missions, and in the participating countries for recognition of the importance of good administration to economic and social development. We were able to interest a number of universities in overseas operations. We succeeded in orienting one professional organization to the world beyond our shores. We see some of our participants rising to responsible policy and administrative posts in their countries. Institutions offering training in public and business administration now exist in countries where a decade ago the term 'public administration' hardly existed in the language."

And Lawson concludes, "In addition to all the above, the position has enabled me to travel extensively abroad, and as an old merchant seaman this has been gratifying."

A further illustrative story comes from Ford Luikart—now on the senior staff of the Advanced Study Program at The Brookings Institution, but formerly with a technical assistance mission to Greece. Luikart writes as follows: "Greece was the object of some of the first efforts of the 'Marshall Plan' organization, then known as the Economic Cooperation Administration. Greece had been subjected to a cruel occupation during World War II and the country was riddled by civil war after liberation. The issue hung in the balance as to whether Greece would fall to the Communists or remain a free nation. Economic assistance was essential. It was of equal importance to help Greece reorganize government services and personnel management so that the aid offered could be used most effectively. Accordingly, technical assistance in establishing a modern civil service system was invited by the Greek Government and granted by our Government. It was for this purpose that I went to Greece in 1949.

"Modern Greece had never had an organized civil service system. Government personnel management was conducted under a myriad of laws which applied to separate ministries. There was no uniformity in selection, compensation, and general personnel management standards; no central administrative agency; and a vacuum existed in training and personnel development.

"Working with a committee of reputable officials appointed by the Greek Government, we drafted a comprehensive civil service code and obtained its adoption by the Parliament within a period of slightly over a year.

"This assignment brought me great personal satisfaction. Not only was there accomplishment in substance, but there also were satisfactions growing out of association with able people in the host country, exposure to a new culture pattern with many attractive features, and the opportunity to develop some lasting friendships with Greek people.

"In a recent visit to Greece, I discovered with satisfaction that the new system is operating. There has been improvement in selection, retention, compensation, and discipline of employees. Some people hold the view that the new personnel system has made its contribution to the tremendous recovery in Greece."

I could regale the reader with dozens of examples of this kind from the Department of State, the Peace Corps, USIS, and AID. For those who have an urge to have a part to play in helping two-thirds of the world to achieve economic development, good health, education, and national and individual dignity, the frontiers are endless and exciting. I remember a few years ago visiting the city of Ibaden in western Nigeria. The only American official in Ibaden at that time was a 28-year-old graduate of Loyola College, Chicago. This young man was officially the United States Information Agency representative—working on cultural and informational services which were of importance far beyond the image which they created of the United States. But being the only American official in this city of one million people, the young USIA man found himself a kind of consular officer, local ambassador, and secular missionary rolled into one. Who can judge the impact of his life upon the society of Nigeria, or upon the success of America's overseas operations?

"INCREASED MEANING AND JOY"

As a final illustration of the satisfactions of public service, let me quote from a letter from Elias S. Cohen of the Department of Public Welfare of the Commonwealth of Pennsylvania. In describing the satisfactions of his career he writes as follows: "Forced into choices, I would say that from a personal standpoint I enjoyed my job as assistant to the Superintendent of Manteno State Hospital, Manteno, Ill., above all others. Mental hospital administration offers a learning opportunity not present in many other situations. It presents a microcosm of a community—in my case a hospital of 8,000 beds and 1,400 employees. This experience brought me into close contact with the ultimate consumer of the service—the mental hospital patients. If I worked out a system for providing volunteer services or professional recreation, I

could see its results. If I worked out an improved method of budgeting canteen funds, I could see the results in new activities by patients. If I developed new methods in case reporting, I was close enough to the patients to know what patients received different courses of therapy because better reporting brought to light new information."

And then he goes on to describe his present work. "In terms of public interest, however, my present position of Commissioner of the Office for the Aging in the Department of Public Welfare is, far and away, the most important. In this position I am responsible for forging public policy in Pennsylvania with reference to the aging population. I have specific responsibility for developing a public welfare program for the aging through local county units and administering a small grant-in-aid program to stimulate this local development. In addition, my office is responsible for licensing and supervising some 900 institutions for the aged and chronically ill with 45,000 beds. This also involves the concomitants of education, consultation, and development of such facilities as well as education of the public as to what should be expected in the way of proper services."

It is difficult to imagine a job whose successful prosecution could have a richer or more soul-satisfying dividend—the giving of increased meaning and joy to scores of thousands of our aging population.

But public service involves more than the career services of Government at home and abroad. Public service includes politics, and I could give you scores of examples of men who have entered public service through political life and who have found uncommon satisfaction in the public service aspects of their political roles. However, the excitement of politics is well known, so I have limited the examples in this article to the excitement, challenges, and rewards of our career services.

PUBLIC SERVICE HOLDS KEY TO THE FUTURE OF MANKIND

What I have presented here is simply a tiny sample of the vast range of opportunities open to those who follow public service careers. What do these illustrations add up to?

(1) An enormous sense of doing something important in the world—serving mankind, maximizing the effect of one's life on behalf of others;

(2) A vast sense of challenge and creativity—a love affair with complexity and the solving of riddles;

(3) An absence of any sense of being confined or subordinated or bureaucratized—instead, a positive sense of individual fulfillment on the job.

In what other line or lines of work can all of these values be combined?

And all of this is in addition to the fact that, by and large, governments are good employers. Salaries are becoming increasingly comparable to those in business and the professions. A large number of top governmental positions draw salaries of $15,000 to $30,000 a year. Retirement and other fringe benefits are increasingly good. Advancement for able employees is swift.

But these are not the true measures of career satisfaction. The true excitement of the public service is in the sense it gives of living a full and creative and service-oriented life. The job of government is to create the good society—a society of peace, order, growth, humaneness, joy, and freedom. No matter what skills or aptitudes one may possess, they can be used in the governing of men.

Why, in conclusion, should anyone aspire to the public service? It is in the public service that the future of mankind on this globe will be determined most directly. To the public servant will fall the responsibility of human survival; of social order; of aiding in the maintenance of a productive and growing economy here and abroad; of providing humane care for those who cannot cope by themselves—the aged, the mentally ill, the dispossessed, the destitute; of rebuilding our cities; of remaking our institutions of public education; in short, of providing the services of civilization. Every level of government—local, State, national, and international—has a role to play and myriad opportunities for one to play a meaningful role.

As one sorts out his own career possibilities, I should like to refer him to some familiar words—slightly paraphrased:

> ". . . in order to form a more perfect union *of the world,* to establish justice *everywhere,* to insure domestic tranquility *at home and abroad,* to provide for the common defense *of mankind,* to promote the general welfare *of the human race,* and to secure the blessings of liberty to ourselves and our posterity *across the face of the earth,* I do choose a career in the public service."

This is not only a preamble to the good society—it is a preamble to a rich, full, and joyful personal life.

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A hard look at

The Commission's Role in Appeals

by LAWRENCE V. MELOY, *General Counsel*
U.S. Civil Service Commission

THE AREA OF Federal personnel management "most in need of change" just two and one-half years ago has now become the most improved. The characterization of the system for handling employee appeals as most in need of change was made by Roger W. Jones, then CSC Chairman; the judgment about *most improved* is mine.

Mr. Jones had this to say in the October–December 1960 issue of the *Civil Service Journal:*

> "In the year and a half that I have been at the Civil Service Commission I have often been asked this question: 'What part of the Federal personnel system do you think most needs to be changed?' For almost a year I have been certain of my answer. The part of the Government's personnel system that stands in greatest need of change is the handling of appeals on personnel actions."

In his *Journal* article, Mr. Jones went on to stake out a 6-point program for overhauling the Federal appeals system. His words were indeed prophetic. Two later Executive orders, followed by new Commission regulations and agency actions, substantially implemented what he felt was urgently needed. This overhaul, however, has not received the notice and attention it warrants, primarily because it happened during the time that other aspects of employee-management relations (prescribed by the same two Executive orders) were more in the limelight.

Let's consider then what has happened and what the Commission's role is in the "new look."

THE COMMISSION HAS A DUAL FUNCTION in the area of appeals by employees from disciplinary actions taken by agencies.

First, it is by law required to lay down the ground rules to be followed by the various agencies when they decide it is necessary for the good of the service to discipline an employee; second, it is required by law to adjudicate appeals. Thus the Commission exercises functions which are both quasi-legislative and quasi-judicial in nature.

Ground rules governing appeals have been on the books for more than 50 years; indeed, they were even in force before the Lloyd-LaFollette Act of 1912. Later, with expansion of its appellate jurisdiction under section 14 of the Veterans' Preference Act of 1944, the Commission promulgated regulations to implement the procedural and substantive provisions of the 1944 Act.

Prior to January 17, 1962, nonveterans in the competitive civil service were not entitled to appeal to the Commission on the merits of the actions taken by their employing agency. They had only the right to a review of questions touching on the procedural regularity of the steps leading to the disciplinary action taken by the agency. On the other hand, most veterans have had the right since passage of the Veterans' Preference Act of 1944 to appeal to the Commission for review of all questions whether dealing with matters of procedure or substance.

The unequal treatment accorded appellants, depending upon their status as veterans or nonveterans, was finally wiped out when on January 17, 1962, by Executive Order 10988, President Kennedy proclaimed that:

> *"Each employee in the competitive service shall have the right to appeal to the Civil Service Commission from an adverse decision of the administrative officer so acting, such appeal to be processed in an identical manner to that provided for appeals under section 14 of the Veterans' Preference Act."*

Civil service regulations equalizing the rights of veterans and nonveterans were duly issued, and these were made effective July 1, 1962.

Concurrently with the issuance of Executive Order 10988, the President issued Executive Order 10987, which provides that:

> *"The head of each department and agency, in accord with this order and regulations issued hereunder by the Civil Service Commission, and to the extent specified in such regulations, shall establish within the department or agency a system for reconsideration of administrative decisions to take adverse actions against employees."*

Without elaborating on details, the system for reconsideration of adverse actions at the agency level, with the right of appeal to the Commission, constitutes a giant step forward in Federal employer-employee relations.

These procedures are relatively new. Agencies are adapting their internal regulations to conform. Disciplinary actions are being processed under the newly promulgated agency regulations. Too short a time has gone by to assay all the benefits, but recent surveys and reports are very favorable.

NOW WE COME to the Commission's second role—that of adjudicator. The Commission's role as adjudicator has been criticized by those who may be described as "agency-minded" on one hand and those who may be described as "employee-minded" on the other. Statistics always have a way of being useful to support either point of view. I take no stand with either group—knowing full well that on another occasion each will point with pride to those statistics he believes support his point of view, with the compiler of the statistics caught in a crossfire and left to fend for himself.

But be that as it may, statistics are useful if the reader is also permitted to draw his own conclusions. The latest figures available for fiscal year 1962 show that the total Federal population is 2,431,058, of which 14,513 were reported as discharged. Of the total number of employees discharged, only 1,334 appealed to the Commission. Of the number who appealed, 208 were canceled for failure to complete or process their appeal, leaving 1,126 cases decided by the Commission. The records show that 153 of these were reversed, while the agency was upheld in 973 cases. Stated another way, the agency was reversed in 153 cases out of a total 1,126 cases. Reduced to percentages, agencies were reversed at the approximate rate of 14 percent, or 14 out of 100 persons won on their appeal to the Commission.

It is remarkable that out of the total employment of some 2,431,058 employees, only 14,513 were discharged. This speaks highly for the Federal employee. It is a testimonial to his fine reputation, trustworthiness, and integrity.

Another interesting fact is that of the 14,513 employees discharged only 1,334 appealed to the Commission. It may be deduced from this figure that many employees who did not appeal felt they had no basis for a successful appeal. Whatever other inferences may be drawn, the low number of appeals thus demonstrates that agencies are quite mindful of the employee's right to a fair proceeding before discharge.

Quite naturally, disciplinary actions give rise to controversy and any employee who feels aggrieved or feels that his discharge is ill-founded, has the right to appeal to the Commission. Considering that only the controversial cases are appealed to the Commission, it is fair to say that a reversal rate of 14 percent at the appellate level is a healthy indication that the system of processing disciplinary actions at the agency level is remarkably good.

During fiscal year 1963, agencies will be processing disciplinary actions under the new regulations promulgated pursuant to Executive Orders 10987 and 10988. These regulations tend to shift appeals from the Commission to the agencies. These regulations are designed to insure uniform procedures by the agencies, equal treatment for veterans and nonveterans, and more expeditious handling of appeals.

The results of the improvements now being incorporated in agency regulations pursuant to the Executive orders mentioned should be reflected in the statistics for fiscal year 1963. When these are compiled, a sequel to this article will be published in the *Civil Service Journal.*

When duty called . . .

THEY ALSO ANSWERED

Fourteen Federal civil servants were among the 129 persons who lost their lives in the tragedy of the USS "THRESHER."

The civil servants—eight white-collar and six blue-collar employees—were engineers, engineering technicians, ships progressmen machinists, a ships mechanical system inspector, a leadingman machinist, an electrician, and a leadingman refrigeration and air-conditioning mechanic.

They were aboard because it was their job to help test the submarine's operations and safety. They, like thousands of their fellow civil servants employed in the Department of Defense, were carrying out their important roles in providing a "vital link in America's defense chain."

A Look at LEGISLATION

Status (as of July 12) of major Federal personnel legislation on which some action has been taken by Congress:

BACK PAY

H. R. 4837 provides for the payment of compensation and restoration of employment benefits to certain Federal employees improperly deprived thereof; makes certain provisions of the bill retroactive.

Passed House; pending before Senate Post Office and Civil Service Committee.

CLAIMS

H. R. 6910 provides for settlement of claims against the United States by members of the uniformed services and civilian officers and employees of the United States for damage to or loss of personal property incident to their services.

Reported to House by Judiciary Committee; pending on House Calendar.

DUAL COMPENSATION

H. R. 7381 simplifies and consolidates the laws relating to employment of civilians in more than one position and civilian employment of military retirees.

Hearings being held before House Post Office and Civil Service Committee.

HAZARDOUS PAY

H. R. 1159 authorizes the Civil Service Commission to establish a schedule of pay differentials for employees under the Classification Act who perform irregular or intermittent duties involving unusual physical hardship or hazard not involved in the usual duties or classification of their positions.

Passed House; pending before Senate Post Office and Civil Service Committee.

HEALTH BENEFITS

S. 1651 amends the Federal Employees Health Benefits Act of 1959 to remove certain inequities. The bill permits enrolled employees to continue their coverage when placed on employees' compensation even though the injury giving rise to compensation benefits occurred prior to enactment of the Health Benefits Act; provides that employees who enroll up through December 31, 1963, who otherwise might be ineligible to do so because they did not enroll at the first opportunity, may continue their coverage after retirement; includes foster children under family enrollments; and grants to an enrolled employee who is erroneously removed or suspended and then restored an option of enrolling as a new employee.

Hearings completed in Senate; pending before Health Benefits and Life Insurance Subcommittee, Senate Post Office and Civil Service Committee. Related House bills pending before Legislative Subcommittee, House Post Office and Civil Service Committee.

H. R. 1819 amends the Federal Employees Health Benefits Act of 1959 to provide additional choice of health benefits plans.

Approved July 8, 1963. Public Law 88–59.

RETIREMENT

S. 176 amends the Civil Service Retirement Act to provide for optional retirement on full annuity at age 55 after 30 years' service.

Hearings completed in Senate; pending before Retirement Subcommittee, Senate Post Office and Civil Service Committee.

H. R. 5569 amends the Civil Service Retirement Act to permit the recovery by the Government of amounts due the Government in the settlement of claims under such Act.

Passed House; pending before Senate Post Office and Civil Service Committee.

TAXATION

H. R. 2875 permits the Federal Government to withhold from wages of Government employees taxes imposed upon their income by municipalities which impose the duty of collecting taxes upon the employer.

Reported to the House by Ways and Means Committee; pending on Union Calendar.

TRAVEL

S. 814 amends the Administrative Expenses Act of 1946 to authorize payment of travel and transportation expenses to student trainees when assigned, with or without promotion, upon completion of college work to positions for which there is determined by the Civil Service Commission to be a manpower shortage. Present law limits such payment to student trainees who are promoted upon graduation.

Passed Senate; pending before House Committee on Government Operations.

—Mary V. Wenzel

Employment Focus

FIRST SURVEY OF HANDICAPPED NEW HIRES

The Federal Government has had a program for the utilization of handicapped workers since the labor-shortage days of World War II. Surveys were made to determine which jobs handicapped workers might be able to perform, and minimum physical standards were established for specific occupations.

In 1948 the Civil Service Act was amended to prohibit discrimination because of physical handicap. As a result, the only limitation on the employment of the handicapped is that they must be able to perform their duties efficiently and their employment must not be hazardous to themselves or endanger the health or safety of others.

The Commission has strengthened its program for the placement of such employees. Thousands have been hired but heretofore no detailed statistics on their occupations or other employment characteristics have been compiled. In September, October, and November of last year, the appointments of *all* new Federal employees were examined and those of physically handicapped persons were specially tabulated. Highlights of the information gained are presented here.

NUMBER AND TYPES

The number of handicapped persons hired during the 3-month period totaled 3,210—an average of slightly more than a thousand a month. Their numbers and types of handicaps were:

Deformity, amputation, and malfunction	1,234
Impairment of vision	504
Impairment of hearing	359
History of mental illness	331
Heart disease	308
Arrested tuberculosis	235
Controlled diabetes	194
Controlled epilepsy	45
Total	3,210

As a result of advances in medicine, the Commission has recently placed more emphasis on the employability of persons with controlled diabetes and controlled epilepsy, and those with a history of mental illness who are now considered mentally restored.

A total of 1,355, or 42 percent, of the handicapped persons hired during the 3-month period were given temporary appointments, which were about evenly divided between positions in the competitive and excepted services. Of the 1,855 jobs of a more permanent nature, 1,796 were in the competitive service, and the incumbents in most of them would eventually gain career status.

All age groups were represented among the newly hired handicapped employees, but they were a little older, on the average, than the average employee hired since 1958. About 53 percent of the new handicapped employees were under 40, while 66 percent of all employees who had been hired since 1958 were under 40. The median age of the handicapped men was 39, and the women, 36.

Handicapped men comprised 84 percent of the surveyed group, and women, 16 percent. Approximately one-fourth of the total Federal work force are women.

Only one woman in eight among the handicapped had veteran preference. Two out of three handicapped men were veterans. Proportionately more men had amputations, deformities, or impaired functions of extremities or backs; proportionately more women had vision or hearing impairments or controlled physical diseases. A history of emotional or behavioral problems, the handicap most recently added to the list, was reported for 6 percent of the women and 11 percent of the men.

THEIR NEW JOBS

The surveyed group received appointments to positions in almost all job families. About 59 percent were white-collar and 41 percent blue-collar. Seven hundred and ten went into postal jobs and 1,113 went into other white-collar occupations. Four hundred and fifty-three went into general office work, 170 of whom were clerk-typists. One hundred and forty-two went into medical jobs, of whom 63 were nursing assistants, 24 were registered nurses, and 19 were medical officers. One hundred and one went into engineering—34 as professional engineers, 23 as engineering technicians, and 24 as surveying technicians. Seventy-two went into supply work, 63 into accounting and budget occupations, and 26 became guards.

When these surveyed workers are compared to all employees on the rolls, some job families have a greater proportion of the handicapped than others. General office work included 41 percent of the handicapped hired during the survey, yet has 34 percent of all employees. The medical group included 13 percent of the handicapped and 8 percent of all employees. Other job families showed a much smaller proportion of handicapped; for example, personnel work had less than 1 percent of the handicapped but almost 3 percent of all employees. Other occupational groups that seemed under-represented in handicapped employees were accounting and budget, legal, and business and industry occupations.

Among the 1,216 handicapped blue-collar workers covered by the survey, the laboring group with 431 persons was the largest. Agriculture and forestry was second with 181, and the service occupations third with 134.

For all handicapped employees covered by the survey whose appointments are of continuing duration, it will be possible to collect data at a later date and to report on their performance, attendance, and safety.

—Flora M. Nicholson

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TEACHERS TO THE INDIAN

MOST STATESIDE FEDERAL EMPLOYEES, regardless of occupation, live and work in substantially the same social and cultural environment to which they have always been accustomed. However, some 2,200 Federal civil servants, by virtue of their chosen occupation, live and work in a unique environment of a culture within a culture. They are teachers to the American Indian.

These civil servants are employees of Interior's Bureau of Indian Affairs which today operates 263 Indian schools throughout the United States with a pupil enrollment of nearly 42,000.

The lives of these teachers are different—and so perhaps are their motivations, and the challenges, satisfactions, and rewards they find in their work. Like people in general they vary. Some are married and some are single. Some are from urban areas, and some have rural backgrounds. Some are young, and some are older and more experienced. Some quickly dedicate themselves to the long-range work ahead, and some stay a year or two and then seek other pursuits more suitable to their own interests and aspirations. This is as it should be, for this unique work is for those who find it a *calling*.

CULTURAL BRIDGE

Education is generally recognized as the basic fabric from which a happy, useful, and well-adjusted life may be fashioned. The teacher, then, plays the central role. In the case of teachers to the Indians this central role is greatly heightened, for these educators are in the unique position of providing a bridge between two cultures—the Indian and the non-Indian.

The curriculum is quite similar to that offered in public schools throughout the United States: college preparatory courses, courses in business education, general programs of study, and a complete range of vocational training.

It is largely through the efforts of the 2,200 civil servant teachers that the Indian is developing the knowledge necessary for judicious selection of those items of non-Indian culture which, in combination with his own cultural heritage, will enable him to make of his life what he chooses, within the framework of his individual aptitudes, abilities, and limitations. He can himself become a teacher or enter other professions. He can prepare for work in a variety of subprofessional occupations. He can become a skilled artisan, or he can choose the way of life of his ancestors. And though he is tutored and counseled by those who really care about him and his welfare, the choice is up to him.

HISTORIC ROLE

The Federal Government's acceptance of the responsibility for Indian education is a great change from the mid-19th century concept of leaving the matter primarily to religious institutions. However, the Federal Government today gets much help from individual States. State public school systems have assumed partial responsibility for educating approximately 60 percent of the nearly 120,000 Indian school children, but the Federal Indian school continues its historic role.

Continued emphasis on federally managed schools has resulted from such special problems as cultural and lan-

guage barriers, remoteness of reservations from public school facilities, and widely scattered and often sparsely populated Indian settlements. The teacher to the Indian often finds that he is one of the few contacts a reservation Indian has with persons outside his own family and tribe.

To provide adequate education to all reservation children, the Government has established two basic types of schools: the day school and the boarding school. The 189 day schools operated by the Bureau of Indian Affairs are similar to any public educational facility. Many are completely modern. Remote, more sparsely populated areas may have only a trailer house, a quonset hut, or an adobe building for a school. Boarding schools, however, serve both as a school and home to the students during the school year. The Government assumes responsibility for the student's education, housing, food, medical care, and in some cases, clothing, during attendance.

CHALLENGES AND REWARDS

The average person's concept of yesteryear's Great American Desert is brought to life on reservations such as the Navajo in the Southwest. Rainfall is slight, but sunshine is taken for granted. The farmer back East would find it difficult to believe that for centuries the Indians have subsisted on such arid lands.

Problems faced by the teachers are similar to those of urban dwellers who pull up stakes and move to rural areas. These include adjusting to a new and sometimes totally different way of life, temporary inadequacies in housing, and often reduced facilities for shopping, medical care, transportation, and organized recreation. Unfamiliarity with language and customs often poses the greatest problem to the new teacher, since 80 percent of the Indian children in Federal schools come from non-English speaking homes. However, most newcomers view such problems as challenges and dig in to provide an essential human service of far greater importance to them than any personal inconvenience.

There is, however, a much brighter side of life for these civil servants. Apart from the personal satisfactions they find in their work, they also find a variety of opportunities not available anywhere else. The history and romance of the American Indian casts a spell of its own. The reservation itself often reflects the story of a tribe since its first encounter with the early pioneer. Students of history, sociology, geology, geography, anthropology, ethnology, linguistics, archeology, and even political science can find a wealth of information, artifacts, and other cultural ingredients awaiting discovery and exploration. And though nature may sometimes seem rather unsympathetic to the backyard green-thumber, she has been lavish in bestowing dazzling colors in land and sky, storybook landmarks and geological formations, intriguing flora and fauna, and a profusion of recreational possibilities. Frequent tribal celebrations, too, add to the color and fascination of reservation life.

It can be seen, then, that civil service teachers to the Indian, in meeting the challenges of their work—whether in Oklahoma, the Dakotas, California, New Mexico, Alaska, or any other State—find lasting satisfactions through participating in the educational progress of a people. Indicative of this progress is the fact that nearly one-third of these teachers themselves are of Indian ancestry.

A more dedicated group of civil servants would be hard to find.

—Thomas R. Hyland

Art Anderson, civil service teacher at Haskell Institute, Lawrence, Kans., instructs three of his vocational pupils in refrigeration.

Al Momaday, principal-teacher of Jemez Day School, Jemez, N. Mex., works with fifth and sixth grade students on art projects. *(Interior photos)*

STANDARDS and TESTS

NEW STANDARDS FOR ECONOMISTS

New occupational standards for a consolidated Economist Series, GS–110–0, went to the printer in April for June distribution. These standards provide classification and qualification criteria for all types of the approximately 3,000 economist positions in the Federal service which are under the Classification Act. They supersede individual standards for seven separate series published more than a decade ago.

The new standards were based on a comprehensive study which indicated that, although there are identifiable specializations in the field of economics, essentially this is a single profession and is best treated as such. In the past, these specializations (financial, labor, regional, industrial, international, and agricultural) have had separate occupational identities and separate qualification standards, and the tendency has been to compartmentalize economists in these various specializations. The new standards respond to the concern of the profession and management about the tendency toward over specialization. Thus, the standards are designed to minimize the distinctions between specializations and permit a freer lateral movement of economists throughout the Federal service.

A common minimum education requirement accepts a variety of economics courses, and does not require, or distinguish on the basis of, specialization. Applicants for positions at grades GS–5 and GS–7 will be hired without any specialty indication. At grades GS–9 and above, the requirements call for 1 year of professional experience or education in the specialized field.

Concurrent with the issuance of these occupational standards, the Bureau of Recruiting and Examining issued a new consolidated announcement for Economist positions. This examination announcement reflects the new requirements in the standards.

MEDICAL OFFICER STANDARDS STRESS QUALITY

Recognition of the level of professional development attained and credit for outstanding quality of performance, particularly during internship and residency, represent the keynote of new standards for the Medical Officer Series, GS–602.

The new classification standard for physicians in occupational medicine follows the lead of the earlier standard for physicians in clinical positions by treating the level of the incumbent's professional development as one major factor in job evaluation. The medical profession has been very enthusiastic about this approach.

The new qualification standard not only consolidates into one document qualification requirements for all branches of the medical profession, it also complements the quality approach in the classification standard by permitting candidates with clearly superior professional ability and attainments to be rated eligible for higher grades. The new standard is being promptly implemented by a new examination announcement.

GRADE ESCALATION

In the April–June 1963 issue of the *Journal*, Warren B. Irons, the Commission's Executive Director, urged managers to combat unjustified increases in the grade-level structure of their agencies. A recent study, "The Nature and Meaning of Grade Escalation Under the Classification Act," discusses grade-level trends for the Federal service as a whole, and analyzes the reasons behind these trends. This study shows that frequent and significant changes in the occupational composition of the Federal work force have been a major cause for the trend toward a greater proportion of Federal positions in the higher grade levels. It is an interesting fact that comparable shifts in the occupational structure of private firms have resulted in a similar general upgrading of the Nation's labor force. Also emphasized in the study is the need for providing managers with better information on grade-level trends in their organizations so that, where necessary, they can take appropriate action to correct or prevent poor management and classification practices.

PROGRESS REPORT

The following qualification standards were printed for March–April–May distribution. The ones marked with an asterisk (*) are single-agency standards and were distributed selectively. The others appear in Handbook X–118, "Qualification Standards for Classification Act Positions."

Construction Analyst*
Economist
Firefighter
Food Management Specialist*
Funeral Director (interim standard)
General Anthropologist
Hydroelectric Power Plant Trainee (Army)*
Landscape Architect
Medical Officer
Medical Record Librarian

Microbiologist
Program Operations Officer and Specialist and Program Administration Officer and Assistant*

Tentative drafts of classification and qualification standards are now being or soon will be circulated for comment for the following positions:

Clerk-Typist, Stenographer, and Dictating Machine Operator (qualification standards only)
Librarian
Library Assistant
Medical Technologist (qualification standards only)
Professional Positions in the Engineering and Architecture Occupations (qualification standards only)
Proposal to restructure the Laboratory Mechanics Occupations
Public Health Dental Hygienist
Public Utilities Specialist (qualification standards only)
Statistical Draftsman

Sixty-five and over . . .

WHO IS THE OLDER AMERICAN?

The Older American has nearly 18 million individual faces.

And, on each, the 20th century has drawn the lines of its progress and its troubles, its achievements and its failures; lines of worry over two world wars, a massive depression, a cold war; lines from work on brilliant medical and scientific successes, bountiful agricultural production, and amazing technical progress.

The faces are those of:

—3 ex-Presidents
—nearly 10 percent of the entire U.S. population
—nearly 1½ million people living on farms
—more than 1 out of 4 U.S. Senators
—almost 2 million people working full time
—2 of the 9 U.S. Supreme Court justices
—more than 10,000 people over 100 years old
—over 12½ million people getting social security benefits
—over 2.3 million war veterans
—more than 3 million people who migrated from Europe

These are some of the faces of the Older American.

—from *The Older American,* annual report of President's Council on Aging, May 1963.

CSC CHECKLIST

A selection from recent CSC issuances that may be of special interest to agency management:

- FPM Letter 531–26, "Revised pay regulations—Federal Salary Reform Act of 1962":
  —specifies the salary rate to which a wage-board employee is entitled when his position is brought under the Classification Act.
  —points out that an agency must have the concurrence of the Civil Service Commission to convert an employee's wage-board position to a Classification Act position (unless it takes action under appropriate legislation). (Comp. Gen. B–149337, Sept. 18, 1962.)
- FPM Letter 531–27, "Revised salary retention regulations":
  —reflects a policy decision on rate selection at the time of an employee's demotion.
  —requires agencies to select a rate which will result in as small a reduction as possible in the employee's salary.
- FPM Letter 831–6, "Civil service retirement: continued utilization of handicapped employees in lieu of disability retirement":
  —emphasizes the desirability of reassignment of disabled employees in lieu of disability retirement whenever feasible.
  —outlines agency responsibility for utilization of qualified employees.
- FPM Letter 970–2, "Appointment of former Peace Corps volunteers":
  —issues regulations and instructions under Executive Order 11103, which provides for noncompetitive appointment in the executive branch of former Peace Corps volunteers and leaders.
- Bulletin 711–4, "Guidance and advice on employee-management cooperation programs and problems":
  —urges agencies to continue to furnish to the Commission information concerning significant agency actions implementing the employee-management cooperation program.
  —summarizes several developments in employee-management relations and technical advice given to agencies.
- Bulletin 933–1, "Qualification standards for blue-collar positions":
  —announces the proposed publication of a new "Handbook of Qualification Standards for Blue-Collar Positions," and describes the contents of the new handbook.

—*Louise A. Baldwin*

The Awards Story:

1963—PRESIDENT'S AWARDS

for Distinguished Federal Civilian Service

PRESIDENT KENNEDY bestowed the 1963 Presidential gold medal Awards for Distinguished Federal Civilian Service on five outstanding career civil servants at a White House ceremony on June 12, 1963. Winners are shown above with the President.

SHOWN RECEIVING the President's Award are: (left) Fred L. Whipple, Smithsonian Institution; (right) David D. Thomas, Federal Aviation Agency; (bottom row, left to right) Winthrop G. Brown, Department of State; Sherman E. Johnson, Department of Agriculture; and Alain C. Enthoven, Department of Defense.

ALAIN C. ENTHOVEN

Deputy Comptroller for Systems Analysis, Office of the Secretary of Defense, who "by his brilliant analyses of highly complex defense issues . . . has made notable contributions to the solution of the most critical defense problems facing the Nation." Dr. Enthoven, 32, is the youngest person ever to receive the President's Award. After spending 4 years with the Rand Corporation doing research on various aspects of strategic air warfare, he joined the Department of Defense in May 1960 as an operations research analyst. His outstanding work as head of a study group which conducted an unprecedented reassessment of the defense program led to his appointment in 1961, at age 30, to his present position. In every area, from battlefield weapons to strategic concepts, he has refined basic issues, related them to overall concepts of national defense policies, and provided fruitful insights for major defense decisions at the highest levels of Government.

FRED L. WHIPPLE

Director, Smithsonian Institution Astrophysical Observatory, Cambridge, Mass., who "conceived and developed an optical satellite tracking system which stood ready to track the first artificial satellite launched and has since provided valuable scientific data." Dr. Whipple, 57, held teaching and research positions in several United States universities, including Harvard, before joining the Federal Government in his present position in 1955. A world-famous astronomer, he had the imagination and foresight to develop the ideas for use of a large-aperture camera and mechanically controlled telescope to track artificial satellites. He also founded the "Moonwatch" network of 200 observer teams in 20 countries. As a result, when Sputnik I was launched, the Observatory was the best equipped of all American agencies to track the satellite. The satellite tracking program at the Observatory has since produced a wealth of scientific information concerning the nature of the earth, its atmosphere, and outer space.

DAVID D. THOMAS

Director, Air Traffic Service, Federal Aviation Agency, who "has vastly improved the safety of the Nation's controlled airways for civil and military aviation and expanded them from 160,000 to 356,000 miles." Mr. Thomas, 50, started his Federal career in 1938 as an air traffic controller in Cleveland. He assumed direction of the air traffic control system of the United States in 1956. As a result of his outstanding planning and leadership abilities, the present air traffic control system is acknowledged as the finest and most efficient one in operation in the world today. Major safety and efficiency improvements instituted under his direction include: a modern radar surveillance network, introduction of digital computers into the system, use of airborne radar beacon equipment, a transcontinental Positive Control Airways system to provide increased safety to aircraft at the higher altitudes, and a system of high altitude navigational aids to provide a high altitude jet route structure.

WINTHROP G. BROWN

Career Minister, Department of State, who "has proved his worth as a diplomat in areas important to both our foreign economic and political policy" and who "as Ambassador to Laos . . . dealt with skill and sensitivity with a serious international crisis that threatened the peace in a vital area of the world." Mr. Brown, 55, began his Government career in 1941 with the Lend-Lease Administration where he served as executive officer for the Harriman Mission and for the Mission for Economic Affairs at London. He was appointed to the State Department in 1945, and has since held a number of increasingly important economic and foreign service posts in this country and abroad. He served as Ambassador to Laos during a period of international crisis from July 1960 to July 1962 when he returned to the United States to assume his present position of deputy commandant of the National War College. The international agreements on Laos reached in Geneva were due in large part to his untiring negotiation and outstanding diplomatic skill.

SHERMAN E. JOHNSON

Deputy Administrator, Foreign Economics, Economics Research Service, Department of Agriculture, whose "expert counsel played a vital role in the development of agriculture programs to better serve the interests of American farmers and the Nation" and is "helping other countries improve their agriculture and the lot of their people." Dr. Johnson, 66, has served the Federal Government for 29 years. Starting as a regional director of the Agricultural Adjustment Administration, he assumed his present position in 1961. An eminent author, scholar, and international leader in the economics of agricultural production, he has been a pioneer in the application of such research results to the problems of agriculture in this country and abroad. His advice on solutions to farm problems has been sought by members of Congress, secretaries of Agriculture, administrators of farm programs, and leaders of farm organizations at the national and international levels. He served as president of the International Conference of Agricultural Economists from 1959 to 1961.

"These men . . . have reached for the highest level of excellence in their particular fields, and they have achieved it. Each has truly earned a place of honor among the many men and women in the public service who so ably serve the common good."

—John F. Kennedy

Civil Service Commission and Bureau of the Budget status report on

EMPLOYEE HEALTH UNITS

THIS IS A STATUS REPORT on plans to update the standards governing the establishment and operation of Federal employee health units. The plans are being developed jointly by the Civil Service Commission and the Bureau of the Budget, utilizing the consultative services of the U.S. Public Health Service. A major objective is to bring the benefits of the health services legislation of 1946 to Federal employees who have not as yet been included in an employee health program.

Since the enactment of the legislation, considerable progress has been made toward providing some measure of occupational health services to substantial numbers of Federal employees. Many, however, still have no health facilities available to them at their places of employment.

A recent study of 2,346,700 employees was made by the Commission to determine the size of the group not covered. Slightly more than half of the group studied were in the Department of Defense, the Veterans Administration, and the Department of Health, Education, and Welfare. The Department of Defense reports that health services are available to all of its employees at locations where there are sizable concentrations of personnel. The Veterans Administration has some health facilities for almost all of its employees. The Department of Health, Education, and Welfare indicates that all of its employees in Washington and 64 percent in the field are served by health units. Of the remaining 1,126,400 employees in the other 37 reporting agencies, health services are available to about 37 percent, or 417,600. The remaining 708,400 employees have no health facilities available. About 384,000 of these are in the Postal Field Service and 82,000 in the Department of Agriculture.

Some of the employees not covered are working in small groups and at isolated work locations. It does not, at least at present, seem economically feasible to extend services to them. Others, however, are working in metropolitan areas where there are sizable concentrations of Federal personnel. Through the development of cooperative health service facilities, many of these employees can be reached.

Under plans being worked out, basic occupational health services can probably be extended to most of them. Tentatively, it appears feasible to provide basic services at all work locations where 300 or more employees are working together in the same or adjacent buildings. Facilities would be scaled up at locations where the size of the group to be served or special local working conditions warrant a fuller program.

Serious consideration is being given to agency proposals to provide periodic general health maintenance examinations to designated groups of employees, in keeping with private-industry practices. The Commission and the Bureau are seeking a formula which would include periodic work-related examinations within acceptable cost limits, as a positive element in the Government's program to improve manpower conservation and productivity.

A statement of the proposed features of the occupational health services program will be sent to the departments and agencies in the near future for comment and cost-estimating purposes, as a necessary step in determining the scope of services to be authorized.

PROGRESS REPORT

In the *Journal* article "Civil Service Inventors" (July–September 1962 and October–December 1962), the following statement and rhetorical question were used with reference to Billy M. Horton's work in the new field of pure fluid amplification:

> "The capability of a pure fluid amplifier for high temperature operation undoubtedly goes far beyond that of any other known amplifying method. . . . Who knows what new avenues this might open in the control and operation of rocket engines?"

The "new avenues" are *already* being opened, according to the *Army Research and Development Newsmagazine,* March 1963. An article, "Redstone Scientists Develop Pure Fluid Valve for Missiles," reports that a research group headed by civilian scientist Kenneth C. Evans has developed a pure fluid valve "that may solve one of the difficult problems in missile work—that of providing an efficient lightweight device for valving high pressure gases." The valve is being perfected and tested by scientists in Army's Electromagnetics Laboratory of the Directorate of Research and Development.

CLASSIFICATION TOPICS

SIGNIFICANT NEW BOOKLET

Classification Principles and Policies, Personnel Management Series No. 16, will be published this summer. This publication (cited in "Worth Noting" in a previous issue) has been prepared for the use and guidance of all officials sharing in the responsibility for classifying positions under the Classification Act. FPM Bulletin No. 171–76 invited agencies to ride the Commission's printing requisition for purchase of copies.

The new booklet provides in a single package a comprehensive, authoritative expression of the Commission's classification philosophy and the principles and policies established for administration of the Federal classification plan. This booklet is not solely for the classification specialist; it is equally valuable to administrative and line operating officials.

NEED

Position classification has probably been less understood, less appreciated, and more unfairly maligned than any other major management technique. All too familiar are damaging misconceptions about the Federal system, such as: "classification can only be done by a special priesthood," and "civil service regulations require long job descriptions" or "a long job description will get a higher grade."

The blame for this condition is widespread. Those who know better have failed at communication. Classifiers have contributed to misunderstanding by not always explaining their actions clearly, and even in some cases by failing to understand the system themselves. Many managers have made no serious attempt to familiarize themselves with the system or to exercise their classification responsibilities effectively. An underlying major contributor to misconceptions about the system, before the 1962 Salary Reform Act, was the inflexible pay plan of the Classification Act. Pay rigidity shunted onto position classification the impact of pay pressures generated by sharp increases in outside salaries and the frustrations caused by inability, for example, to offer competitive salaries for sorely needed professional and managerial personnel, or to recognize an individual's high-quality performance through an increase in his pay.

Enactment of the Federal Salary Reform Act of 1962 reinforced the classification plan with a modernized, more responsive pay plan. As it now operates, the Classification Act permits pay needs to be met by proper *pay* actions. With a more effective pay plan and Federal salaries comparable to private-enterprise levels, it becomes more than ever incumbent on agency management to be informed about position classification, its values, its uses, what it can do, and what it should not be expected to do.

COVERAGE

Classification Principles and Policies seeks to dispel common misconceptions about the system, explains the ways in which position classification aids in the management of the Federal service, and outlines approaches, methods, and techniques which make classification programs easier to conduct and more effective.

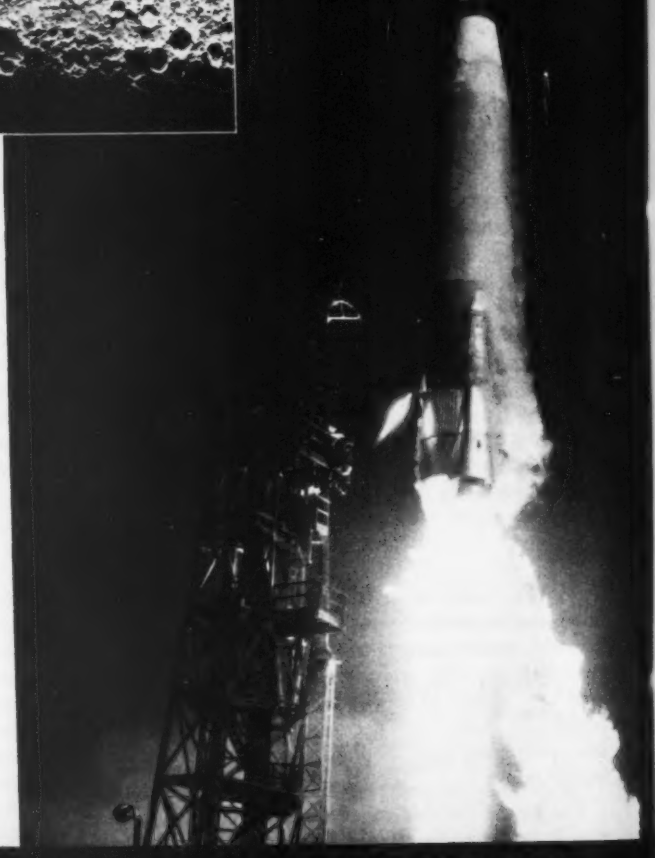
Many of the points touched on should be of special interest to line managers and even eye-opening to some. For example: The line manager's role in classification varies in Federal agencies from informally recommending grade levels to actually classifying positions—the Commission does not prescribe any one role. Classification is not exclusively a Government device—most large firms have installed job evaluation plans. The man on the job, by virtue of his performance, may change the job sufficiently to affect its grade. The classification structure does not control the way work is organized. And position descriptions need not be excessively long, nor does the Commission require that all descriptions follow a fixed format.

Major topics covered include general policies and philosophy, structure of the classification plan, classification standards, determining the grade of a position, and managing a classification program. Treatment of each topic emphasizes areas that are of basic significance, elimination of common misunderstandings, and settling of any existing issues.

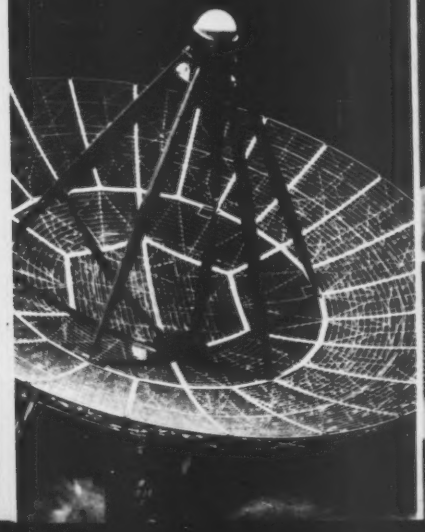
The objective throughout is to provide a classification administration frame of reference that is equally available to Civil Service Commission staff and to agency top management, line supervisors, personnel officers, and classification specialists. A common understanding among all is essential to enlightened, constructive administration of the Federal classification plan.

—Robert F. Milkey

CIVIL SERVANTS and the CONQUEST OF SPACE



Part I: PROJECT MERCURY



It was one second before 8:04 a.m., EST., Wednesday, May 15, 1963.

ASTRONAUT LEROY GORDON COOPER'S Faith Seven spacecraft sat poised on the shiny Atlas D launch vehicle on complex 14. The Mercury spacecraft was topped by an escape rocket that packed 54,000 pounds of thrust, enough brute power to hurl the astronaut and his spacecraft clear in case of trouble.

Launch vehicle, spacecraft, and escape tower, mated as one in the Florida morning sun, resembled a cocky drum major ready to prance onto the football field at halftime.

Another second passed and the rocket's fuel was ignited.

WHITE VAPOR CLOUDS mushroomed from the base of the Atlas when the hot exhaust struck water being pumped through perforations in the metal flame deflectors.

A ball of orange flame rose from the cloud of steam, pushing the launch vehicle, Faith Seven, and Gordon Cooper upward.

Thunder seemed to shake the earth.

The silvery Atlas rose as if chased by its tail of flame—slowly at first, then accelerating to a speed of 17,546 m.p.h.

The dull roar heard just after blast-off changed in pitch to a harsh, rasping sound like a hundred jet fighters cutting in their afterburners in unison.

Gordon Cooper in Faith Seven soared upward and out of sight on America's sixth and most ambitious manned sortie into space.

EXACTLY AS PLANNED, the boosters had fired on schedule, the escape tower and the expended booster were separated from Faith Seven, and Cooper maneu-

by JOSEPH E. OGLESBY
Public Information Office
U.S. Civil Service Commission

vered the bell-shaped capsule into a blunt-end-forward attitude to begin a 23.3-orbit (21.1 revolution) mission which would span 589,050 miles, at altitudes ranging from 100 to 165 miles above the earth, in 34 hours, 19 minutes, and 49 seconds.

The mission would be called a "storybook flight" for at least two reasons: first, because it ended in complete success and within 1 minute of schedule; and second, in the words of the flight director, "because we had to use every trick in the book to get the spacecraft down."

After 18 orbits, the capsule's automatic pilot went haywire. Then there was a failure in the panel which was to control the firing of retro-rockets. Cooper had to "fly" the capsule into position and then fire the retro-rockets manually on instructions radioed from astronaut John Glenn off the coast of Japan.

Cliff-hanger or not, the mission ended perfectly. Astronaut Cooper, who had displayed a test pilot's cool-headedness by napping on the launch pad and sleeping in flight, displayed unusual skill in setting Faith Seven down in plain view of the Navy recovery units waiting at sea off Midway.

Still in the capsule, Cooper was hoisted aboard USS *Kearsarge* to receive a medical checkup by the doctor, red carpet treatment by the ship's crew, and "gallons" of liquids to nurture his dehydrated body (he had lost 1 pound when the launch was delayed for a day, and 7 pounds in flight).

President Kennedy called Cooper's flight "a victory for the human spirit." The National Aeronautics and Space Administration termed Project Mercury—now completed—a success.

FEW AMERICANS fully appreciate the role that career civil servants played in the Cooper flight and the other Project Mercury flights which preceded it.

This article will describe the nature of the work performed by a comparative few civil servants—the 300 or so stationed at Cape Canaveral who comprise the Atlantic Missile Range Division of NASA's Manned Spacecraft Center. A subsequent article will describe roles played by other Federal employees in America's conquest of space.

Before describing what MSC career men at Cape Canaveral have done in Project Mercury, however, it is appropriate to examine briefly the general space program for which NASA is responsible.

IN GENERAL SPACE SCIENCE, NASA is seeking knowledge about the universe and the space around us. Application of the knowledge gained by manned and unmanned flights to date is already evident in such visible products as space telecommunications and weather satellites.

Manned space flight already has proved that human judgment is and will be a prime force in space exploration. In Project Mercury, chimpanzees Enos and Ham proved that life can be sustained in space flight. Astronauts Alan Shepard and Gus Grissom, in "cannon ball" ballistic flights, proved that human life is safe in space. Progressively sophisticated orbital flights by John Glenn, Scott Carpenter, Walter Schirra, and Gordon Cooper have shown that man is a definite asset, both as a pilot and in collecting space data which can be translated more readily into useful knowledge.

Project Mercury can be called a steppingstone to more advanced manned spaceflight missions. Project Gemini, next in the scheme of things, will send two-man crews aloft by a more powerful Titan II booster. Project Apollo, in which a three-man crew will be sent aloft by an even more powerful Saturn V booster to land Americans on the moon and return them to earth during this

Joe Trammel (left) and C. R. Coyle (center) brief Cooper regarding flight couch which will lessen crushing G-forces during the lift-off.

Cooper simulates flight in Mercury trainer at Langley before the shot.

decade, will follow Gemini. Plans beyond Apollo are on the drawing boards but not yet approved.

Within this frame of reference we explore the atmosphere at Cape Canaveral, then meet some of the career officials who have played significant roles in Project Mercury and who are well along with plans for Projects Gemini and Apollo.

This reporter observed the Manned Spacecraft Center activity at Cape Canaveral during the week of the Cooper flight. First he toured Hangar S, which serves as a combination space laboratory, astronauts' quarters when they are at the Cape, a receiving station for spacecraft, office space for engineers and technical employees, and a "white room" or "clean room" where incoming spacecraft are checked and inspected minutely, tested component-by-component, modified for specific missions, retested, assembled, retested as an integrated system, and prepared for launching.

The "white room" has all the appearances of a surgical ward, including white-capped, white-gowned employees. Dust particles, which might not hinder an earthbound machine where the pull of gravity is present, might pose an insurmountable problem in a hydraulic or fuel system in space where gravity is negligible.

The reporter asked his escort: "If the last planned Mercury capsule is already on the launch vehicle, why are these 12 or 14 engineers and technicians working at such a furious pace on this one in Hangar S?" He learned that with one exception (the launch complex), *everything* in the manned spacecraft program has a back-up. The spacecraft being readied in Hangar S could be substituted in a short time for the ready capsule at Pad 14.

Ruddy complexioned, red-mustached PAUL WHITAKER, a GS–11 personnel equipment specialist and retired Navy chief petty officer, operates an altitude chamber in which America's first seven astronauts have undergone simulated space flight experience. A Mercury spacecraft can be lowered into the chamber and subjected to simulated altitudes of 185,000 feet. (The difference in environment between 120,000 feet and infinity is very slight, Whitaker explained.) In the capsule, the astronaut is "wired" for pulse rate, respiration, heart reaction, and other biophysical measurements. He can survive outside of the spacecraft at simulated altitudes up to 45,000 feet in his space suit, but must return to the spacecraft for higher altitudes.

Everything in Hangar S and the area surrounding it is designed for tests. Vans, trailers, various buildings, and test stands complement the hangar's facilities. One tower has no metal parts, just wood. Its purpose is to prevent distortion of the free space antenna patterns while testing two-way communications with a spacecraft.

En route from Hangar S to Mercury Control, the visitor noted a sign of the times. The "cherry picker" which provided emergency egress capability for astronaut Alan Shepard from his Mercury capsule on a Redstone launch vehicle was being employed in the ignoble task of hoisting office furniture out of one end of a building which is being expanded to accommodate additional tenants. The primary emergency mode for Mercury-Atlas manned space flight now is performed by a steel "egress tower" which reaches fourteen stories into the air. An early model "cherry picker" is used as a backup.

At Mercury Control, the writer's escort was RILEY D. McCAFFERTY, 28, a GS–13 aerospace engineer. Behind a wide-screen glass, in the viewing room where NASA managers and other VIP visitors sit during the flight, he looked down on a huge console room in which civil service flight controllers would man 18 of the 20 hot seats during the Cooper flight. Into this control room

would stream all pertinent information from the approximately 20,000 persons who would work full-time during the manned orbital flight. From this room would flow information which the astronaut would need to complete his mission and return to earth. To call Mercury Control a nerve center of the operation would be an understatement; it is the heart of the flight operation.

Mercury Control stations would be manned when the countdown reached T-minus-6 hours, 4 hours before the astronaut himself rode the gantry elevator to the "eleventh deck" and climbed into his spacecraft.

Mercury Control would be the station from which John A. "Shorty" Powers would provide a running account of the flight to the 702 reporters covering the launch, and the vantage point from which senior NASA managers would monitor the flight.

In other sections of the Mercury Control Center building the visitor saw a room where the first 7 astronauts received 90 percent of their flight training in a Mercury simulator; then, in order, a large communications room, a space for telemetering equipment, data conversion equipment which converts computer inputs into legible information, and a communications center which would be manned by about 50 people monitoring the Navy recovery effort.

Next on the itinerary was Launch Pad 14 and the blockhouse where a NASA career official would give the command to push the button to send Gordon Cooper into space. Escort for the tour of the launch complex was CHARLES "CHUCK" INGALLS, 34, a GS–12 aerospace technologist (experimental facility techniques), who had a free half-hour before the countdown called him back to his prelaunch tasks. Typifying the NASA man's sense of timing, Ingalls had scheduled a haircut for this half-hour, but he called the barber to say his plans had been "scrubbed."

A cable way (a heavy metal jacket housing a complex of wires and tubes) ran from the blockhouse to the base of the Atlas booster which, at that time, was surrounded on three sides by the derrick-shaped gantry and on the fourth side by the egress tower. Inside the cable way were separate electric cables to provide power for the spacecraft, other lines for the television cameras which monitored launch pad activity, and the electric power needed by men working around the complex.

The usual safety measures were in force at the launch pad. Vans and trucks shuttled into and out of the area according to a strict, prearranged schedule. The visitor was escorted up the gantry's elevator to find the Mercury spacecraft surrounded by a "white room" similar in function to the one he had seen in Hangar S.

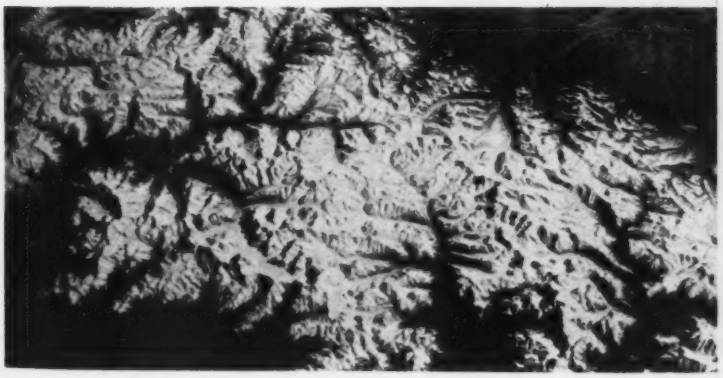
During the countdown, NASA engineer JOHN JANAKAITIS, 31, a GS–13 supervisory aerospace engineer, was overseeing the efforts of a dozen contractor and NASA employees as they completed final testing of the spacecraft.

Thinking it somewhat incongruous that he should find what appeared to be a surgical ward surrounding a spacecraft mounted on a combat-type missile 11 stories above the ground in the center of a Florida sand dune, the writer reflected: "This is the space age, where the unusual is commonplace."

He asked Janakaitis if perhaps it didn't take a special brand of leadership to mesh the thinking and efforts of a mixed crew of Government and contractor engineers and skilled technicians in such a tense environment.

"You hit the nail on the head," Janakaitis replied. "Each member of this team has a rare knowledge which is hard to find. When you find a man with this degree of precise knowledge, he is usually a man of keen pride and sensitivity." Then, looking toward the clock which ticked off seconds in the countdown, he said, "But we don't have time for unnecessary discussions and everybody knows it. If there's to be a hold in the countdown, we don't want it to be our fault."

Hydrogen peroxide (90 percent solution as compared to the 3 percent solution you buy at the drug store) already had been pumped into the spacecraft to provide the



Astronaut Cooper snapped this shot of Himalayan mountains through the window of Faith Seven spacecraft during his 34-hour, 22-orbit flight.

Face of astronaut Ed White reflects extreme interest in Cooper's flight.

Navy frogmen attach flotation ring to Faith Seven prior to its recovery by USS *Kearsarge* near Midway.

energy Cooper would use to control the capsule in flight.

Back on the ground, Ingalls explained that the gantry would be rolled away from the space vehicle for the launch, but the egress tower would remain in position.

"Yes, we'll have to repaint the tower and replace the wiring after the blastoff," he said, "but that's a small price to pay in case the egress tower is needed at the last moment."

AROUND THE BASE OF THE ATLAS, each doing a necessary job, were a dozen employees, each wearing the metal or plastic hardhat which is the badge of the steel worker, the construction man, and the launch complex technologist. Most of their hats were blue, indicating they were in the employ of the contractors who service the space vehicle, but some wore yellow which identifies NASA employees, or white which marks security and safety personnel.

It was a short jaunt from Pad 14 to the blockhouse which, in many ways, resembled the Mercury Control Center, with its battery of consoles, its computers, communications devices, and television monitors.

The writer watched the launch, then backtracked to spend two days interviewing some of the civil servants who had helped to make Project Mercury a success. Already, however, he was conscious of five distinct impressions:

1. Judging from the MSC activity at Cape Canaveral, *the conquest of space is a young man's game.* Time after time the engineer, the technician, even the manager, is a man in his thirties or early forties. The man in charge is only 47. These young men are all business. They are intense, forceful, and very obviously in a hurry.

2. There is an *almost overwhelming complexity of organization* at the Cape. The Manned Spacecraft Center is responsible for a spacecraft which was conceived by civil servants, manufactured by a contractor, tested, modified for a mission, and retested by a mixed team of civil service and contractor employees. It is launched by an Air Force booster manufactured by a civilian contractor from a launch pad on Air Force property managed by a contractor who answers to the Air Force. The spacecraft is monitored in flight by a network comprised of NASA, Air Force, and contractor personnel and equipment. It is piloted by an astronaut, to date either Air Force, Navy, or Marine but in subsequent flights civil servants as well, and recovered by the Navy. In all, some 20,000 persons are employed full time from countdown to recovery.

Further complicating the already complex activity at Cape Canaveral, classified military projects such as Polaris and Minuteman are going on. Contractors supervised by the Corps of Engineers are constructing new buildings and new launch complexes at a furious pace to meet expanding needs. Weather reports stream into the NASA weather office from all around the earth (yes, the Weather Bureau employees, themselves career employees of the U.S. Weather Bureau, are also under "contract" to NASA).

On Air Force property, where NASA is a prime tenant, physical security is protected and housekeeping chores are provided by still another civilian contractor.

NASA officials, of necessity, spend a lot of time coordinating their activities with non-NASA organizations and employees.

3. A visitor discovers that *space-age language takes some learning.* When a young NASA engineer at the launch pad says, "We have a lot of interface with the facilities engineer," he means he has close contact. Interface is a technical term used to describe the joining of one space component to another, but after one gets accustomed to hearing the word used in terms of human relations it seems appropriate.

Then there is the man intent on doing something his way who encounters overruling opposition from his boss. He is not curbed, or shot down; he is scrubbed.

Cap Com is not an endearing name for a local tugboat skipper; it is the astronaut in Mercury Control who maintains capsule communications with another astronaut in space.

4. NASA's *reliability philosophy* which governs the manned space flight program *has no counterpart in the history of flight.* A jet fighter plane might get 1,500 hours of flight test before it is considered operational, but a manned spacecraft must be flightworthy the instant it is launched. This explains the emphasis NASA places on quality control, inspection, and reliability, both in the contractor's plant and in NASA workshops.

5. Despite the apparent youth of many key people, the complexity of organization, the pioneering nature of the work, the strange language used, and the seeming redundancy of tests and inspections, *all members of the*

FOCUS

THIS ARTICLE PURPOSELY FOCUSES on civil servants not often in the news, for its intent is to give the reader a behind-the-scenes report.

As a result, some of the career civil servants who have made profound contributions to manned space flight and the conquest of space are treated only in passing.

Television viewers and newspaper readers, however, will quickly identify:

DR. ROBERT R. GILRUTH, winner of the President's Award for Distinguished Federal Civilian Service in 1962, 26-year veteran of Government's aircraft and aerospace research, and Director of NASA's Manned Spacecraft Center in Houston, Tex.

WALTER C. WILLIAMS [23 years of service], flight director for every American manned space flight to date, a planner and flight program director of the X–15 research program, and now Deputy Director for Mission Requirements and Flight Operations, Manned Spacecraft Center.

KENNETH S. KLEINKNECHT [20 years of service], did design and development work on the X–15, represented NASA's Flight Research Center during early Dyna-Soar development, developed MSC's operational flight safety program, provided guidance on Mercury launch operations, and managed the Mercury Project Office.

CHRISTOPHER C. KRAFT, JR. [18 years of service], Project Mercury flight director and Chief of the Flight Operations Division at NASA's Manned Spacecraft Center. He directed the inflight portions of every manned American space flight to date, from lift-off at Canaveral to impact in the sea.

G. MERRITT PRESTON [24 years of service], and his subordinates were principal sources for this article.

civil service team appear to know exactly where they are going and why. But they are extremely impatient.

Manager of Cape Canaveral Operations for NASA's Manned Spacecraft Center is G. MERRITT PRESTON, 47, a man revered by his subordinates as the most dynamic and energetic of NASA's young men in motion.

Preston has spent more than half his life in NASA and its predecessor organization, the National Advisory Committee for Aeronautics. With a bachelor's degree in aeronautical engineering from Rensselaer Polytechnic Institute, he began his career at the Langley Research Center in 1939.

He has logged experience in wind tunnel research, flight research, aerodynamics, aircraft stability and control, engine operation and performance, propulsion, icing, aircraft design, and crash fire research on aircraft, as well as work with the early guided missiles. He now holds dual responsibility as manager of Cape Canaveral Operations for NASA's Manned Spacecraft Center and as Chief of the Preflight Operations Division.

His responsibilities read like those of a Federal executive, which he is.

He directs, coordinates, and integrates all MSC operations and resources at Canaveral. He plans, implements, and supervises all preflight activities that are required to prepare the launch vehicle and spacecraft for flight test programs. He exercises management control and supervision over the design, development, qualification, and calibration of ground support equipment, facilities, and the instrumentation and communication systems required to support manned spacecraft programs, including the systems used in all NASA spacecraft and developmental and flight test vehicles.

Further, he is responsible for the mission readiness of the launch vehicle and spacecraft.

In short, he must assure at launch time that *everything humanly possible has been accomplished to provide a flight-ready space vehicle* whose systems will perform in such a manner as to insure mission success and the safe return of the astronaut who flies the mission.

He must coordinate with the Atlantic Missile Range, other NASA organizations, the recovery forces, and all contractors and other nongovernmental organizations that support the manned spaceflight program.

Obviously no one man—not even one with G. Merritt Preston's qualifications—could tend all the fires that need tending to bring off a job of such magnitude. Preston has delegated specific responsibilities to key deputies who

Joint session of Congress listens raptly as Cooper describes flight, recites prayer he wrote in orbit.

answer directly to him. These deputies are the men the Washington writer interviewed in the 2 days following Gordon Cooper's flight in May.

It seemed only natural that the first four interviewed had worked closely with "the boss" (not once was Preston referred to as the "old man") for most of their Government careers.

FRANK CRICHTON and JOSEPH BOBIK hold top jobs in MSC's inspection (quality control) program. Both helped to fabricate by hand the first "boilerplate" prototype version of the Mercury capsule shape some 4 years ago. They accompanied the shape, called "Big Joe," to Canaveral and helped to prepare it for a successful launch. Then they assisted in the complete fabrication, checkout, and launch of a more refined Mercury prototype.

In Mercury Control, plot shows Faith Seven over tracking station at Zanzibar during its 16th orbit.

When NASA awarded the Mercury contract to McDonnell in 1959 for production of refined Mercury spacecraft, Crichton and Bobik began to monitor the contractor's work. (The NASA inspection at the production plant complements the builder's own inspection program.) To date, Crichton, Bobik, and others of the NASA inspection staff have performed 100-percent inspection coverage on Mercury spacecraft in their construction and modification.

"We feel we have helped to raise the state of the art for one-man spacecraft to a point where we no longer require a series of tests to improve their operations," said Crichton. He added: "We couldn't say this about aircraft, for they require many hundreds of hours of test flight to reach the level we now have attained in Mercury."

What gives deep meaning to Crichton's statement is the fact that nearly all tests on Mercury were completed on the ground. At the time Cooper was launched in Faith Seven, the Mercury capsule had been flown *less than 30 total hours* on all combined flights, manned or unmanned.

Inspection, like testing, is an oft-repeated function by NASA and contractor employees. It takes place on the production line, when the capsule is delivered, when it is checked out, after it is modified, when it is reassembled, and finally on the launch pad. Instruments (to be discussed shortly) even permit various types of inspection during flight.

So far, NASA *has never had a critical failure* (i.e., one which causes an aborted mission or loss of spacecraft or astronaut) in a one-man spacecraft, or in a component or a system. Grissom's capsule was lost when a hatch "blew," but only after the mission was completed and the capsule lay floating in the water.

The reader oriented to the organizational-chart approach to how a man's or a section's job fits into the overall scheme of things would note that, in the NASA reliability philosophy, the inspection function breaks out of the classic box. It leads by dotted line directly to the manager. This is necessary, for during the inspection the inspector could just as easily spot a discrepancy leading to the engineer who performed a modification as one leading to the contractor who built the spacecraft or one of its components. Whatever the source of the discrepancy, it is called immediately to the boss' attention.

As Mercury fades into history, Crichton, Bobik, and their inspectors already are at work inspecting components which will be used in Gemini and Apollo. In fact, they have observed some research tests on projects not yet given wide publicity.

JACOB C. "Jake" MOSER, a 42-year-old, GS–15, supervisory electronic engineer with 17 years in the NASA organization, directly under G. Merritt Preston, was handpicked to head MSC's data systems division.

He was part of the group that put "Big Joe" together in Cleveland and he has been responsible for instrumentation of every subsequent Mercury spacecraft—and every astronaut—since the program began.

When Moser and a crew of 10 aerospace technologists arrived at Canaveral in the autumn of 1958, they worked in a small corner of Hangar S where Vanguard was being readied for launch.

Today their work covers considerably more space, their staff has been expanded to meet larger needs, and their work has made profound contributions to man's knowledge of space.

Most widely understood is the NASA datamen's monitoring of the astronaut's well-being in flight, by means of devices which record and send back to earth such data as pulse rate, heart behavior, respiration, and body temperature.

Less well understood is the fact that they plant *88 separate sensors* in the capsule to report via telemetry the functions of critical components as well as the astronaut's health.

Moser recalled one problem whose solution took a lot of ingenuity. His men were working on a 60-hour-week basis in 1961 to redesign such data systems as the electrocardiogram (EKG) amplifier, respiration sensor, blood pressure sensor, etc. They had to redesign whole parts of the system without causing a delay in the schedule.

The EKG testing posed a special problem, owing both to its complexity and to the fact that it required too much of the astronaut's time for checkout and calibration.

Civil servant GARY WOODS saved the day. Through electronic wizardry, he built a compact device which would *simulate* the behavior of a human heart. Under test, the simulator worked well.

Needless to say, Gary Woods' product has seen wide use in subsequent data tests. Patented in his name, the simulator is said to have considerable value in the training of medical students.

Moser's original space task group of data specialists has grown in size from a dozen men in 1951 to approximately 65 today. Along the way, the data gatherers, too, have resorted to the contract route to acquire needed talents.

At first most of the data crewmen were technicians. Then as missions called for more sophisticated equipment, the balance swung to more engineers and fewer technicians.

Data forces have now been split between air and ground testing.

Reflecting on the history of the data collecting effort from the first boilerplate spacecraft through Gordon Cooper's 34-hour flight, Moser recalls with apparent nostalgia the days when Enos and Ham, the space chimps, were objects of attraction.

As manned space flight has progressed, instrumentation has progressed, but there have been some tense moments.

Instruments measuring body temperature in the Shirra flight became inoperative. The datamen, in checking out the equipment, found that certain wires became porous when subjected to waste body-liquids, and thereby gave erratic readings. They substituted protected wiring.

Moser and the data technologists have been working for some time on a system that will be used to automatically test Gemini and Apollo spacecraft. This new concept is called PACE–S/C (Preflight Acceptance Checkout Equipment—Spacecraft). It grew out of NASA's Mercury experience.

The philosophy behind PACE–S/C is that an automatic system can be developed for preflight monitoring of all systems in the spacecraft. The system would function more rapidly, and would provide data more comprehensively and more accurately than is now possible.

JOHN J. WILLIAMS, 36, a GS–15 supervisory aerospace engineer, is chief of test operations. He is another Preston acquaintance from the days of the earliest Mercury flights.

(John Williams should not be confused with Walter C. Williams, deputy director for mission requirements and flight operations at MSC headquarters in Houston. It was Walter C. Williams who became familiar to television watchers during the Cooper flight, for he has responsibility for the complete mission during manned space flight operations.)

Flight operations director Walter Williams (left) and Chris Kraft discuss progress of Cooper flight.

On the MSC organizational chart at Cape Canaveral, John J. Williams' name is parallel with that of Jacob Moser, the data expert.

Where Moser's field is data collection and instrumentation, Williams directs the checkout of the spacecraft mechanical and electrical systems for endurance and flight worthiness.

He heads the systems integration engineers who update and modify the spacecraft for the pending flight, and test it to insure that all components work as an integrated unit.

Since last September, he has also headed the booster engine effort in which MSC engineers monitor the booster checkout, looking for problem areas that should be called to the attention of the Manned Spacecraft Center.

John Williams' hair began to turn gray when he was 22. "But," he says, "during the last 4 hours of the Cooper flight, it got a lot grayer."

At launch, he was on duty in the blockhouse with Preston, ready to give advice in the event of an equipment failure in the spacecraft.

When Cooper's automatic pilot went out, and then a panel failure required him to fire his retro-rockets manually, Williams earned his money. Apparently his counsel was sound, for Cooper later remarked:

"I never considered myself in danger."

Williams' advice is sought often, though the pressure is not always so intense as when an astronaut needs help in flight.

John Williams is a hard-driving, two-fisted type of "field" engineer, as opposed to the theorist or the deep researcher. His opinion was sought on the extent of NASA's "contracting out" for employees, equipment, and services.

"I'd prefer that we did all the work ourselves," he began, "but we don't have the people it would take to accomplish our mission in the time available."

The quiet and humble facade of Hangar S gives no hint of the intensive activity going on inside.

Frequent conferences between career civil servants and astronauts help keep communication lines open.

Williams continued: "I think the success we have achieved in Project Mercury indicates that we have found a good 'mix' of Government and contractor effort.

"We get along extremely well with the contractor employees, and we both feel we are part of a team effort."

The phone rang. It was Christopher Columbus "Chris" Kraft, Jr., Project Mercury flight director and chief of MSC's flight operations division, who wanted to go over some details of Cooper's flight.

H. E. "Gene" McCOY, 31, a GS–14 supervisory aerospace engineer, bears the unglamorous title of "head, activities and operations section" in the MSC organization. As his duties are described, it would appear that destiny had a hand in preparing him for his responsibilities.

A graduate civil engineer, he became a flying test engineer in the Air Force. Still a licensed pilot and private aircraft owner, he has flown tests in 35 types of military aircraft.

He came to Canaveral as a one-man task force to prepare Pad 5 for the first Mercury launch by a Redstone rocket, and later served as an MSC launch complex engineer for the Mercury-Redstone series.

With this background, coupled with the traits of enthusiasm and intensity apparent among NASA's young men at the Cape, it is natural that McCoy should be the engineer charged with assimilating "everybody's" requirements for what they will need at the launch complex at the time of a manned shot. McCoy seems the natural choice to follow through to make sure every effort is started on time, to coordinate activity in such a way that trucks and vans do not stack up at the launch pad, and to insure that construction is underway for the next shot and the one after it.

McCoy's knowledge of things that fly helps him to grasp what the engineers want. His education in civil engineering gives him a good grasp of what is physically possible. His personal intensity rubs off on people around him so they want to get their work done on time. Perhaps best of all, he is a master "coordinator" between the various groups whose members feel they each have vested interest.

Just as Jake Moser and John Williams have innovated to keep abreast of change, Gene McCoy has been a party to some interesting experiments.

When the powerful Saturn boosters were being tested, the test conductors complained that when the rocket exhaust struck the water being pumped onto the launch pad, it caused so much steam that the television cameras could not record how well the rocket's eight "barrels" were working.

For the next test, the engineers left the water turned off and, to protect the pad, laid a sheet of 3-inch steel under the rocket. When the test ended, there were eight large melted areas in the steel plate where the eight barrels had fired.

McCoy and his contemporaries are responsible for installing the spacecraft on the launch vehicle, for assisting in the erection of the "white room" around the capsule after it is attached to the Atlas, and for making sure the entire launch complex is ready for the arrival of all components. They support all last-minute efforts at the launch pad, then prepare the launch complex for further missions.

Though assigned to MSC for completion of the Mercury Project, McCoy's group will work the launch complex systems required on nearby Merritt Island (just across the channel from Cape Canaveral) when operations begin at the Apollo launch site.

McCoy's group is in frequent touch with the Manned Spacecraft Center in Houston for studies and consultation on new systems.

What Johnson lacks in exposure to NASA "methodology" is offset by long, practical, and responsible experience in civilian construction (including the building of down-range facilities in the Bahamas and on Ascension Island for Pan American under NASA contract).

What he lacks in youth, if anything, is compensated by enthusiasm and energy. In the first 2 minutes of the interview he said: "I didn't realize there was so much *work* in Government, or that civil servants did so much. I never worked so hard as I do now, and never had so many irons in the fire, but I never enjoyed my work so much."

Johnson explains rather proudly that his work is "operationally" slanted as opposed to being "management" slanted, whether the construction needed is something that involves a new building, a new launch pad, or fuel lines for some new exotic fuel.

Left: Chute packers ready a parachute for Faith Seven. Center: Engineers, technologists check system operations and performance on PACE-S/C computers. Right: NASAman Porter and IBM engineers in computer room.

The launch people want to know: *What shape will the next one take? What kind and how much fuel will it require? Will the new "bird" mix with the ground support now available at the Cape, or will new facilities be required?*

Houston wants precise information on what the existing facilities can handle, and how much time and cost would be required to expand the Cape's facilities for a more advanced project.

This is the area that requires such close interface between McCoy's group and the facilities engineering section.

R. C. JOHNSON, 44, a GS–13 aerospace technologist, is head of MSC's facilities engineering section. He is in some ways an exception to the general run of career men at Cape Canaveral.

First, he entered Government service only about a year and a half ago. Second, he is older than some of his peers.

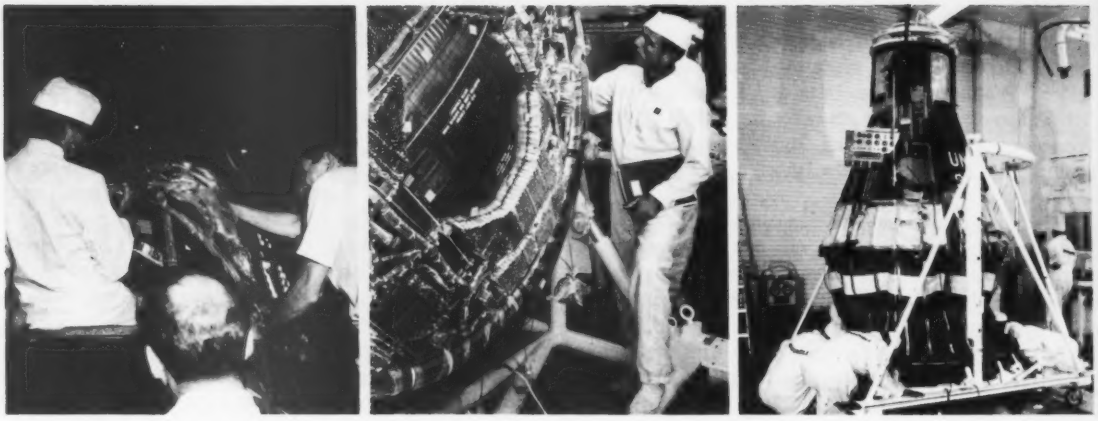
Should the reader jump to the conclusion that Johnson is not a first-string regular on the MSC management team, he is in for a surprise.

"I have to first understand what the *operator* needs, and figure how close I can come to satisfying the *user* before I take a blueprint to management for approval," he said.

Once the operational look is taken and the manager approves the design, the project is turned over to the Corps of Engineers for completion under contract.

An advance look at the splendid new NASA complex now being erected on Merritt Island gives substance to Johnson's user-satisfaction philosophy. For example, the Operations and Checkout building will have 333,000 square feet of working space. Functional areas will include an engineering and administration area, a mission briefing room, a cafeteria area, a laboratory and control room area, a high bay assembly area where Apollo spacecraft components (command module, service module, service propulsion module, lunar excursion module) can be mated in an environment which will be "cleaner" than present "white rooms," a low bay assembly area, and a utility and service area.

ERNEST A. AMMAN is another career man who does



Mercury Montage. Left: Spacecraft is readied for a communications check. Center: Astronaut Scott Carpenter examines protective material on main pressure bulkhead. Right: Spacecraft gets set for drop test.

not fit the NASA mold, for he is employed by the U.S. Weather Bureau at the Manned Spacecraft Center at the Cape. When interviewed, he was accompanied by KENNETH NAGLER, chief of the Weather Bureau's Space Flight Meteorology Group, who was at Cape Canaveral for the Cooper flight.

Amman explained that weather is one of the most critical considerations in the planning for launch and recovery of a manned spacecraft. If the sky is overcast at launch time, cameras cannot record the booster's functions. If storms or heavy seas are present in the impact area, successful recovery is jeopardized.

Complicating matters, the weathermen cannot satisfy NASA's needs with forecasts for only *two* areas (launch site and a single recovery area); they must predict the weather for a number of *alternate* landing areas as well.

ALL RESOURCES OF THE WEATHER BUREAU are brought to bear in making the best possible worldwide forecast. This includes climatology, or the vast reservoir of knowledge pertaining to weather trends which is stored in the minds of huge computers in Washington. It includes current reports from weather stations around the world, from ships at sea, and from aircraft on special weather missions. It includes knowledge of earth-weather from space itself, by means of Tiros weather satellites.

Gordon Cooper's mission was given the benefit of the greatest weather forecasting effort in the history of manned space flight. When Ernest Amman turned over two weather charts to Walter Williams on Monday, May 13—one for Mercury Control and one for the astronaut—the two charts reflected all available knowledge about the weather.

Then, when Cooper's flight was postponed for a day, up-dated charts were compiled. Once Cooper was launched, supplementary reports were prepared at intervals of every four orbits. Additionally, forecasts were sent every hour of the flight to each of 70-odd possible impact areas in the Northern Hemisphere. (Since there is better knowledge of weather in the Northern Hemisphere than the Southern, every alternate impact area was in the Northern Hemisphere.)

While the weathermen have gone all out to support space flights, the effort has not been one-sided. Space activities have contributed to weather forecasting. In addition to the invaluable Tiros weather pictures made in remote areas, at least three astronauts have themselves performed services for the weathermen during their flights.

Glenn reported on the visibility of lightning in clouds. Schirra took photos of the earth using various filters to determine how clouds, water, and land look from space through different filters. Cooper took infrared photos for the same purpose, and conventional photos in selected remote areas as requested by the weathermen.

Members of the NASA weather unit have conducted classes on space meteorology for the original group of astronauts, and for those selected later.

The weathermen, like other NASA planners, have geared their planning to future projects such as Gemini and Apollo.

Amman finds his work *challenging*. He said, "In 23 years of forecasting, this is the most interesting and exciting job I've ever had."

It puts the meteorologist to the highest test, Nagler said, when the manager delays a flight for 1 day and turns to the meteorologist to ask: "And what will the weather be like tomorrow?" Naturally, he wants a *now* answer, and he gets it. The meteorologist must be so thoroughly informed on weather activity at so many points that he can make an informed snap judgment based on the most complicated set of facts.

Said Nagler: "Ernie is the perfect man for this assign-

Civil service test conductor Paul C. Donnelly records progress of a test in blockhouse countdown.

All stations in blockhouse are manned during countdown. Many contractor employees assist in a launch.

ment. He has a remarkable ability to collect a lot of data, put it together, and interpret it in a hurry."

Do weathermen develop a sensitivity to being blamed for launch delays? Diplomatically, Amman answered: "We get a little more credit than we deserve when the weather is good [for a launch and recovery] but we get a little more blame than we deserve when it is bad."

The record would indicate that the weathermen are at least slightly ahead on the praise/complaint scale. There have been some "holds" at launch time, but every recovery to date has been successful.

W. E. "Bill" JOHNSON, of all the Government officials interviewed at Cape Canaveral, comes closest to providing a link between the space age and the past. He is the personnel officer who handles relations between Personnel Director Ben Hursey at NASA's "Canaveral Administrative Complex" and the operating managers of the Manned Spacecraft Center, both at the Cape and in Houston.

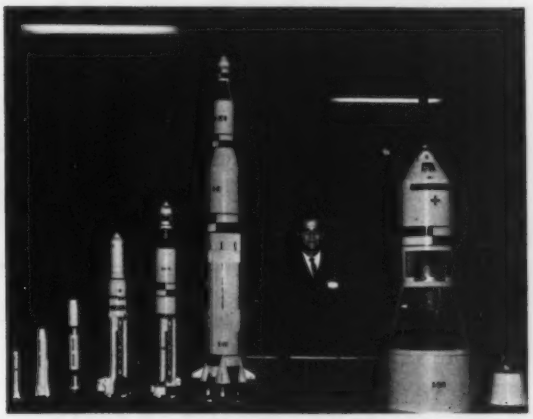
Veteran of personnel assignments in the Army Quartermaster Corps, the Army ballistic missile effort at Huntsville, and later the NASA team at Huntsville, Johnson can recall the "old ways" of personnel administration while he champions the "responsiveness to management" philosophy so necessary in the space age.

Johnson has mastered NASA's now-famous AST (aerospace technology) manpower announcement and he can recite the qualifications a candidate must possess to fill a NASA position in such space-age jobs as cryogenic or hypergolic systems testing.

He holds with, and is responsive to, NASA's philosophy that a candidate's qualifications can best be judged by his employer, and that a man's rate of advancement should be determined by his peers.

In addition to liaison work and employment, Johnson

Astronaut Donald Slayton (left) talks to Rear Adm. H. G. Bowen, commander of recovery operations.



G. M. Preston, with models of Redstone; Atlas; Titan II; Saturn I, IB, and V boosters; Apollo; Gemini spacecraft.

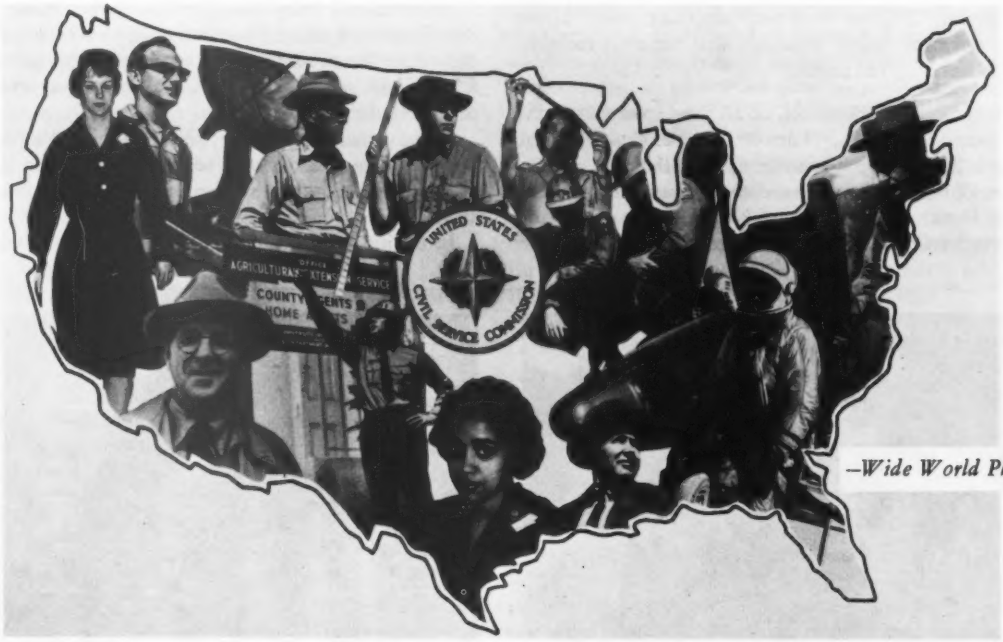
finds time for salary and wage matters, employee-management relations, incentive awards, employee training, other personnel functions, and an occasional fishing trip.

His primary asset, however, is in the conduct of human relations. Employing a homespun, natural manner in the presence of a hustle-and-bustle environment, he gets to *know* everybody in sight; to understand what they are doing and how "personnel" can help them to do it better. In return, he is accepted by all, and is kept abreast of coming developments.

Photos by NASA and Air Force.

In the next installment, the Journal *will present the broad picture of civil servants in space science, as seen from the Manned Spacecraft Center in Houston. We also will attempt to wade the tributaries that feed into the mainstream at Houston by citing contributions of other Government agencies to the attainment of NASA's space science mission.*

"Gordo has been recovered and everything's okay," beams physician Chas. A. Berry over phone to Mrs. Cooper.



—Wide World Photos

UNCLE SAM'S WORKERS and the varied services they perform were recently spotlighted in newspapers throughout the country in an Associated Press news feature portraying the Federal Government as the Nation's largest employer. A number of papers used this artwork to illustrate the comprehensive and illuminating story by AP writer Arthur Edson.

LEGAL DECISIONS

COMPETITIVE SERVICE

Saltzman v. *United States,* Court of Claims, May 10, 1963. At the time plaintiff was hired by the Atomic Energy Commission his position was in the competitive service. Later he was notified that the agency had exercised its authority under the Atomic Energy Act and had placed his position in the excepted service. Still later he was suspended and subsequently restored to duty on a finding that the suspension was unjustified or unwarranted. He sued for back pay, contending that he was in the competitive service and thus entitled to back pay under section 6(b)(1) of the Lloyd-LaFollette Act, as amended.

The court agreed with the plaintiff, pointing out that he had acquired rights under the Lloyd-LaFollette Act with respect to removal and suspension without pay; that these rights were not expressly taken away by the Atomic Energy Act; and that authority cannot possibly be implied to take away from an employee civil service rights already acquired. In this respect the court is in agreement with the Court of Appeals for the District of Columbia in *Roth* v. *Brownell.*

Much more significant is the court's rejection of the contention that plaintiff's failure to object when he was notified of his change to the excepted service should be construed as consent. The court said ". . . it is well settled that it is against public policy to hold an employee bound by a waiver of a right attached to his office by an Act of Congress."

REMOVAL—CAUSE

Dew v. *Halaby,* Court of Appeals, D.C., March 28, 1963. Plaintiff, a veteran, was removed after completing probation on charges of having engaged in immoral acts 4 to 6 years before his employment. He claimed that it was arbitrary and capricious to base a removal for "such cause as will promote the efficiency of the service" on preemployment conduct. He lost in the district court (see *Journal,* Vol. 2, No. 4). The Court of Appeals affirmed (2 to 1).

The court pointed out that the Civil Service Commission, which has primary responsibility for the maintenance of the civil service system, had issued a regulation (sec. 9.101) which provided that the grounds for disqualification of an applicant for examination should be included among those constituting sufficient cause for the removal of an employee. One of the grounds for disqualification of an applicant is "criminal, infamous, dishonest, immoral, or notoriously disgraceful conduct." The court concluded that the regulations were valid and were properly applied to plaintiff. It pointed out that other "regulations now prevail, which do not expressly make an original disqualification for office a cause for discharge. How the new regulation will be interpreted and applied remains to be seen."

VETERANS' APPEALS—HEARING

Williams v. *Zuckert,* Supreme Court, April 22, 1963. In the last issue of the *Journal* (Vol. 3, No. 4), we reported that the Supreme Court had denied certiorari in this case. Upon a petition for rehearing, the court vacated its order, vacated the judgment of the Court of Appeals, and remanded the case to the district court to hold a hearing to determine, among other things, whether petitioner made a timely effort to obtain the presence of desired witnesses at his hearing. Three weeks later, on May 13, 1963, the Supreme Court denied certiorari in the case of *Caplan* v. *Korth,* which also involved a veteran's allegation that he had been denied the right to confront the witness against him at the agency hearing in his case.

MISCELLANY

In other cases the courts made the following decisions:

Ruled that awards made to Government employees under the Incentive Awards Act are taxable income. *Griggs* v. *United States,* Court of Claims, March 6, 1963.

Upheld the Commission's finding that a hearing examiner's failure to pay his debts was good cause for his removal. *McEachern* v. *United States,* District Court, South Carolina, January 7, 1963.

Held that a "tacit expectation" that guards were to report for muster 20 minutes before the start of the shift is not equivalent to the statutory requirement of "official order or approval" so as to justify payment for overtime. *Albright* v. *United States,* Court of Claims, April 5, 1963.

Ruled that employment in the Army Exchange Service and the Air Force Exchange Service, non-appropriated-fund instrumentalities, does not constitute holding a civilian office or position under the United States Government within the meaning of the dual compensation statute, section 212(a) of the Economy Act of 1932. *Gradall* v. *United States,* Court of Claims, May 10, 1963.

—John J. McCarthy

GETTYSBURG—

(continued from page 1)

It is empty to plead that the solution to the dilemmas of the present rests on the hands of the clock. The solution is in our hands. Unless we are willing to yield up our destiny of greatness among the civilizations of history, Americans—white and Negro together—must be about the business of resolving the challenge which confronts us now.

Our Nation found its soul in honor on these fields of Gettysburg one hundred years ago. We must not lose that soul in dishonor now on the fields of hate.

To ask for patience from the Negro is to ask him to give more of what he has already given enough. But to fail to ask of him—and of all Americans—perseverance within the processes of a free and responsible society would be to fail to ask what the national interest requires of all its citizens.

The law cannot save those who deny it but neither can the law serve any who do not use it. The history of injustice and inequality is a history of disuse of the law. Law has not failed—and is not failing. We as a Nation have failed ourselves by not trusting the law and by not using the law to gain sooner the ends of justice which law alone serves.

If the white overestimates what he has done for the Negro without the law, the Negro may underestimate what he is doing and can do for himself with the law.

If it is empty to ask Negro or white for patience, it is not empty—it is merely honest—to ask perseverance. Men may build barricades—and others may hurl themselves against those barricades—but what would happen at the barricades would yield no answers. The answers will only be wrought by our perseverance together. It is deceit to promise more as it would be cowardice to demand less.

IN THIS HOUR, it is not our respective races which are at stake—it is our Nation. Let those who care for their country come forward, North and South, white and Negro, to lead the way through this moment of challenge and decision.

The Negro says, "Now." Others say, "Never." The voice of responsible Americans—the voice of those who died here and the great man who spoke here—their voices say, "Together." There is no other way.

Until justice is blind to color, until education is unaware of race, until opportunity is unconcerned with the color of men's skins, emancipation will be a proclamation but not a fact. To the extent that the proclamation of emancipation is not fulfilled in fact, to that extent we shall have fallen short of assuring freedom to the free.

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VIRTUAL REALITY

ions and agencies are expected to deal cooperatively with each other, he said. The President stressed that informal discussions should be the primary method of settling differences and disputes between agencies and employee organizations.

PRESIDENT KENNEDY has asked CSC Chairman John W. Macy, Jr., to prepare regulations that will permit voluntary withholding of employee organization dues for Federal workers, with the cost paid by the organizations, beginning in January 1964. Calvin P. Deal has been named head of a CSC task force to prepare the regulations. Initial meetings have been held with officials of Federal agencies and employee groups.

UNDER STUDY is the possibility of working out simplified arrangements for Federal fund drives so as to permit civilian personnel and members of the armed forces to use voluntary payroll withholding for making contributions to recognized voluntary health and welfare agencies. CSC Chairman John Macy, addressing board directors of the United Community Funds and Councils of America, said that Federal fund-raising may be consolidated into a single campaign in order to make this possible and to save the manpower now being used in two or three separate campaigns a year.

STATE INCOME TAXES may be withheld from the salaries of Federal employees who live in one State and work in another, the Comptroller General has ruled. Employees must request such withholding in writing, he said. CSC staff is working on the project. After consultation with certain agencies and employee organizations, recommendations on such withholdings will be presented to the Civil Service Commissioners. If the Commission decides to authorize such withholding, appropriate regulations will be issued.

CHAIRMEN of Federal Executive Boards in 12 major cities called public attention to the Budget Bureau's report, "Cost Reduction Through Better Management in the Federal Government," and reported local results of the strong cost-reduction campaign by Federal agencies in their areas during the past two years.

REGULATIONS governing the noncompetitive appointment of former Peace Corps volunteers and leaders in the executive branch of Government have been published by the Civil Service Commission (see CSC Checklist, page 17). The regulations stem from Executive Order 11103. President Kennedy has expressed his eagerness to retain in Federal service the valuable experience and demonstrated capabilities of men and women who have volunteered to serve under the trying conditions which confront Peace Corps volunteers.

FORTY-TWO career civil servants from 21 Federal agencies have been selected to receive a year of graduate training under a Ford Foundation grant administered by the National Institute of Public Affairs. One is over forty but most are in their early thirties. Winners will attend Harvard, Princeton, Virginia, Stanford, or Chicago during the 1963–64 school year. SEVEN OTHER CAREERISTS have been named Princeton Fellows in Public Affairs for the 1963–64 school year. NIPA and Princeton fellowships are designed to improve the public service by enhancing the professional competence and broadening the horizons of outstanding mid-career public servants.

—Joseph E. Oglesby

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